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PROVINCIAL PROFILE REPORT

Municipal Police Evaluation: Detention Facilities

BRITISH COLUMBIA

Ministry of Public Safety and Solicitor General
Public Safety and Regulatory Branch
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INTRODUCTION

A New Audit Process

Prior to 1998, inspection of the independent municipal police departments was within the mandate of the British Columbia Police Commission (BCPC). The BCPC inspections (commonly known as audits) comprised two components: compliance with standards of policing and a comprehensive examination of the department environment including such areas as departmental morale and management skills and style.

Compliance with standards of policing was facilitated by the adoption of provincial policing standards in 1992. The BCPC published these standards in the document, *Provincial Standards for Municipal Police Departments in British Columbia* (hereafter referred to as the Standards). The Standards evolved from a joint venture between the BCPC and the British Columbia Association of Chiefs of Police (BCACP). The stated purpose of the Standards is to "identify minimum acceptable standards for police, facilitating uniform policing standards among departments in the province, benefiting both the police and the public."[1]

In July, 1998, following the dissolution of the BCPC, Police Services Division (PSD), Public Safety and Regulatory Branch assumed responsibility for inspection of the 12 independent municipal police departments. The mandate was codified in s.40(1)(a) of the Police Act (R.S.B.C. 1998) as follows:

> 40 (1) …the director <*of Police Services Division*> has the following functions:
> (a) to inspect and report on the quality and standard of policing and law enforcement services including but not limited to:
> (i) inspecting policing and law enforcement operations and procedures,
> (ii) evaluating programs for
> (A) training persons who intend to become police officers
> (B) training officers
> (C) re-training officers, and
> (D) training officers who are eligible for advanced training and
> (iii) evaluating standards of policing and law enforcement.

PSD took an opportunity to revisit the BCPC municipal police department audit procedures following receipt of responsibility for these inspections. BCPC audit procedures had not been revised for many years, and municipal police chiefs had expressed concerns around the usefulness of these procedures. A review of the audit process, undertaken during 1999, involved extensive consultation with municipal police departments.

A new model for conducting inspections of the 12 independent municipal police departments was implemented during 2000. To distinguish the new model from the previous BCPC audits, the process is referred to as Municipal Police Evaluations (MPEs).

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[1] *The Provincial Standards for Municipal Police Departments in British Columbia, BCPC page 9.*

Although discussed in more detail below, it is important to mention here that the most significant procedural difference between the BCPC inspection process and the MPE process is that under the new model one aspect of policing is reviewed at all municipal departments during each evaluation; whereas, under the previous model, all aspects of one municipal department were reviewed during each evaluation.

The MPE is a cooperative effort between the evaluation team (comprised of PSD staff and a contractor) and the 12 independent municipal police departments. As such, this report contains a number of recommendations put forth by the evaluation team for consideration by the British Columbia Association of Municipal Police Chiefs (BCAMCP). Many of the recommendations concern revisions or additions to existing Standards. The evaluation team anticipates that the BCAMCP will strike a subcommittee to consider these recommendations.

The MPE model is being tested and evaluated ("piloted") during implementation. This allows for a dynamic process in which the model can be adjusted, revised or reworked if required. Three separate evaluations will be piloted prior to final ratification of the model.

First MPE Topic

Compliance with provincial policing detention facility standards was chosen as the topic for the first pilot MPE. This topic was deemed a good initial choice because the evaluation is largely "standards driven." That is, unlike many other possible topics (such as specific programs or policies), the *Provincial Standards for Municipal Police Departments in British Columbia* contains a substantial number of detention facility related standards against which compliance can be measured.

A review of provincial police detention facilities was also chosen as the initial MPE topic because the housing of prisoners in police jails is considered a high-risk area of policing. Frontline police are often coping with persons in emotionally charged situations and/or who are under the influence or drugs and/or alcohol at the time of arrest, booking and placement in the detention facilities.

Purpose and Structure of this Report

The purposes of this report are twofold:

1. To provide an overview of the findings, including a discussion of best practices and common problems, of Police Services Division's first Municipal Police Evaluation (MPE); and,

2. To make recommendations for consideration to the British Columbia Association of Municipal Chiefs.

This report contains four sections:

- Part 1 – Background on the evolution of the MPE along with a discussion of the methodology employed.
- Part 2 – Discussion of best practices.
- Part 3 – Common problems and review of provincial detention facility Standards.
- Part 4 – Summary of the overall findings.

A summary of the recommendations is contained in Appendix A.

Each department received a draft report of the findings of the MPE of its detention facility during 2001. These reports included a summary of the MPE model and a description of the methodology utilized in the evaluation of the detention facilities. These reports also contained a detailed description of the findings of the individual department's compliance with provincial policing standards along with a schedule for follow-up.

Each of the individual departmental reports is appended to this report in Appendices B through L. Appendix M contains copies of the core evaluation tools.

It is important to note that the findings of the MPE reports for the individual municipal police departments are necessarily based on the Standards that were in effect at the time the MPE was conducted. Consequently, departments may be required by the findings of the individual reports to revise Standards or practices that could be amended in the future by the BCAMCP following its consideration of the recommendations put forth in this report.

PART 1: THE PROCESS

The Municipal Police Evaluation (MPE) Model

As previously discussed the MPE process replaces the inspection of municipal police departments previously conducted by the BCPC. Compliance with Standards of policing (articulated in the BCPC publication, *Provincial Standards for Municipal Police Departments in British Columbia*) was at the core of the BCPC inspection process. Likewise, compliance with provincial policing Standards remains a focal point of the MPE process, although the mandate has been broadened to include policy/program reviews where appropriate.

The fundamental principles underlying the MPE model are:

- The Municipal Police Evaluation process reflects the statutory mandate of the Director of Police Services Division to ensure the delivery of adequate policing services in the province.

- Evaluating police services is a collaborative effort between municipal police departments and Police Services Division.

- Police Services Division assumes a lead role in the Municipal Police Evaluation process.

- The Municipal Police Evaluation process protects the fundamental values of policing including the independence of policing and its arm's length relationship with government.

- The Municipal Police Evaluation model limits the autonomy of the evaluation team.

The most fundamental procedural difference between the BCPC audit process and the new MPE model is the scope of each review. Under the BCPC process, all aspects of one municipal department were reviewed extensively and a report was produced that dealt exclusively with that department. Each year, generally two to three BCPC audits were completed; consequently, four to six years could elapse between audits for each municipal police departments. In contrast, under the new MPE process, one aspect of policing is reviewed at all twelve municipal departments during each evaluation. The scope of the evaluation is narrowed so that all departments can participate in each review. In short, one aspect of policing is chosen for the evaluation (e.g., detention facilities), and the evaluation is conducted across all municipal police departments during the same time period. Similar to the BCPC audits, it is anticipated that with sufficient resources two to three MPEs will be conducted in the province each year.

The MPE model comprises two types of evaluation:

- Compliance of municipal police departments with specific Standards. For example, compliance to Standards concerning detention facilities; and

- Specific program/policy review. For example, review of Emergency Response Team programs. As a specific program/policy is evaluated, Standards associated with the program/policy will also be reviewed and verified.[2]

MPE topics are selected each year following a consultative process between the MPE Working Committee (includes representatives from municipal police departments and PSD staff) and the MPE Steering Committee (membership includes three municipal Chiefs of Police, a representative from the British Columbia Association of Police Boards, and the Director of Police Services).

Once the topics are chosen, an evaluation plan is developed that includes background to the topic, identifies the evaluators, and outlines pre-evaluation research requirements, data collection issues, and an evaluation method. The evaluation plan also includes discussion of the expectations of the final report and provides estimates of the amount of time and resources required.

From each evaluation, two different types of reports are produced:

- Individual municipal police department reports – includes the results of each departmental evaluation and compliance to associated provincial policing Standards (where applicable).

- Provincial profile reports – wrap up of all departmental reports including sections on common problems and best practices as well as a review of the validity of current provincial policing standards and recommendations for revisions.

In January 2001, the British Columbia Municipal Chiefs of Police endorsed a proposed consultation process for the MPE. The consultation process is to be piloted along with the model. The proposed consultation steps are:

Step One: Pre-release of Individual Department Reports - Department Consultation

- Following completion of draft versions of the individual department reports, copies will be forwarded to each Municipal Chief for review.
- The Chiefs will be asked to check the reports for error in fact and any concerns under the *Freedom of Information and Protection of Privacy Act (FOI)*. Comments are to be provided to PSD either by telephone, email or in writing.
- PSD will incorporate agreed upon changes into the final report.

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[2] PSD proposes to conduct a review of provincial policing standards as a separate project in the future. In the meantime, as the new model is implemented, compliance with existing associated provincial standards will be undertaken as stated in the model.

Step Two: Pre-release of Provincial Profile Report – Working Group Committee Consultation

- A draft copy of the Provincial Profile Report will be forwarded to Working Committee members for comment prior to a scheduled Working Committee meeting.

Step Three: Pre-release of Provincial Profile Report – Steering Committee Consultation

- The Steering Committee will be provided with a draft copy of the Provincial Profile Report for comment prior to a scheduled Steering Committee meeting.
- During the Steering Committee meeting, comments will be discussed. Changes to the final report will be made as required.

Step Four: Dissemination of Final Report

- The Provincial Profile Report will have the individual department reports attached as Appendices.
- A draft of the Provincial Profile Report will be vetted through the Ministry of Public Safety and Solicitor General. The *FOI Act* will be applied to the report and severing completed prior to final release.
- Copies of the final report will be forwarded to the Solicitor General, all Chief Constables, all police boards, and appropriate libraries.

Step Five: Follow Up

- The individual department reports include a section entitled "Follow Up." These sections include a summary of the recommendations made by the evaluation team.
- PSD will ask each department to provide a written report (within six months of the release of the individual department reports) confirming that the recommendations have been addressed.
- Urgent concerns will be identified in the "Follow Up" section and a return site visit will be scheduled for the evaluation team within a specified period of time (less than six months), if required.

Methodology

There are twelve independent municipal police departments in British Columbia: Abbotsford, Central Saanich, Delta, Esquimalt, Nelson, New Westminster, Oak Bay, Port Moody, Saanich, Vancouver, Victoria and West Vancouver. Eleven of these were included in the MPE of detention facilities. At the time the MPE of detention facilities was conducted, the Vancouver Police Department (VPD) had recently contracted with BC Corrections to operate its detention facilities. Consequently, an evaluation of VPD's detention facilities was not conducted for the purposes of this report.

The timeline for the first pilot MPE was set at approximately two years. It is anticipated that future MPEs will take less time to complete. More time was allotted for completion of the initial pilot to allow sufficient time for the development of MPE processes and to ensure sufficient time for consultation.

The evaluation team consisted of two PSD staff, both working approximately half time on the project. The contractor was a retired VPD inspector with 30 years policing experience.

Four evaluation tools were used to conduct the review: questionnaires, interviews, review of written policies and procedures, and physical inspections of the facilities. All tools were developed through consultation with police representatives, a review of the *Provincial Standards for Municipal Police Departments in British Columbia,* and a review of the detention facilities portion of previous audits. For each department, a contact person was chosen to facilitate communication between the department and PSD.

Questionnaires

Questionnaires were sent to the 11 municipal police departments included in the review. The questionnaires were designed for two distinct groups involved in the operation of the detention facilities: patrol constables and jail guards. Questionnaires for each group consisted of the same basic core questions, with additional questions for those municipalities with different guarding or prisoner management arrangements. For instance, as Saanich Police Department began contracting with the Corps of Commissionaires for jail guards approximately one month prior to PSD's visit, the questionnaire was adjusted slightly to reflect this arrangement. Copies of the core questionnaires are contained in Appendix M.

Depending on the time frame, questionnaires were either couriered or mailed to the departments. The department contact was asked to distribute the questionnaires to all patrol constables and guards within their department. The manner of distribution was left to the discretion of the contact. The contact was asked to return the completed questionnaires to PSD approximately one week prior to the evaluation team's visit to the department. This allowed PSD staff to enter the responses into a statistical software package (SPSS) and conduct some preliminary data analyses. The preliminary data were used to identify potential issues and enable the interviewers to prepare more fully for the interviews.

The basic questionnaire for patrol constables consisted of twelve questions. Inquiries included whether the department had policies and procedures regarding the jail; the clarity of the policies and procedures in regard to patrol officer responsibilities/duties within the jail; rating of prisoner control in the booking area; identification of responsibilities around cell security checks; and procedures around storage of pistols in the detention facility.

The basic jail guard questionnaire consisted of 24 questions and was six pages in length. Both part-time and full-time guards were asked to complete the questionnaire. The guard questionnaire included similar questions to the patrol constable questionnaire as well as additional questions concerning training, recording of significant or unusual occurrences, types and quality of prisoner information collected during booking procedures, knowledge of the duty NCO's responsibilities with respect to jail policies and procedures, and quality of communication between guards and police.

In total, 576 questionnaires were distributed with an overall response rate of 58% (57% for patrol officers vs. 61% for guards). Two factors contributed to the fairly low response rate. First, many of the departments were given a short turnaround period for receiving, completing and returning the questionnaires. Second, it was not possible to determine how many of the patrol constables and guards were on leave at the time the questionnaires were distributed.

Of the completed questionnaires, the response rate for all questions was high across all departments. As the questionnaire responses were received, the data were tested for consistency and accuracy. Data from each department were analyzed separately, as were guard and patrol constable responses. After initial data analyses, data from all departments were combined and analyzed as a whole.

Interviews

PSD staff conducted interviews with patrol constables, jail guards and police managers as part of the review process. Police managers consisted of Deputy Chief Constables, business managers, NCO's, Watch Commanders and other individuals who had operational or administrative responsibility for the detention facility. Every attempt was made to interview Watch Commanders/Shift NCO's from a variety of shifts. If the jail employed a full-time guard, this guard was interviewed. In addition, several part-time guards were interviewed. Guard and patrol constable interviewees were selected by the departmental contact on the basis of availability and willingness to participate. It is possible that this non-random selection process may have influenced the findings.

Interview questions were developed through consultation with police representatives, a review of the Standards, and a review of the detention facilities portion of previous audits. As with the questionnaires, interview questions differed for managers, guards and patrol constables. Copies of the core interview questions are contained in Appendix M.

All interviews were physically conducted at the police department, generally in a boardroom. One member of the evaluation team would interview while another utilized a laptop computer to record interviewee responses. Responses were not recorded verbatim; rather, the substance of the response was recorded. Confidentiality was discussed with each interviewee prior to the interview. Interviewees were assured anonymity except in the following circumstances:

- If conduct of a criminal nature was disclosed.
- If the interviewee held a unique position within the organization or was privy to unique information.
- If the notes kept during the interviews were subpoenaed for a legal or quasi-judicial inquiry.

Interviewees expressed no concerns about these provisions.

A total of 132 interviews were conducted, including 48 interviews with police managers, 42 interviews with patrol constables, 34 interviews with jail guards and eight informal interviews with Communications Centre dispatchers.

Interviews conducted with managers generally lasted about one hour. Topics covered included the selection process and training of guards, detention facility equipment, policies and procedures, booking procedures, prisoner observation, rules for releasing prisoners, detention facility emergencies, and safety in the detention facility.

Interviews with patrol constables were approximately thirty to forty-five minutes in length, depending on the level of involvement the officer had with the detention facility. Questions differed between departments depending on whether the guards or the officers were responsible for booking prisoners. Questions covered issues relating to policies and procedures, detention facility equipment, prisoner observation and safety in the detention facility.

Interviews with jail guards were approximately one hour in length. The questions covered issues such as selection process and training, detention facility equipment, policies and procedures, booking procedures, prisoner observation, releasing prisoners, detention facility emergencies and safety in the detention facility.

In some departments, communications centre staff are responsible for monitoring prisoners under certain circumstances (e.g., until the guard arrives or while the guard is on lunch break). At these departments, informal interviews were conducted with several dispatchers in order to ascertain how well these procedures worked (except at the Nelson Police Department where dispatchers are also guards and therefore were interviewed formally as guards). In total, eight dispatchers were interviewed. These interviews were generally about 15 minutes in length and covered issues such as the feasibility of monitoring prisoners while performing other job functions and the rules for prisoner observation.

Policy and Procedure Review

Section E1 of the Standards contains the provisions for detention facilities. This section requires that independent municipal police departments in BC have written policies and procedures regarding certain items. For instance, E1.1.1 states "written policy establishes responsibility for the operation and maintenance of the detention facility." Although many of the provisions in Section E1 require written policy, there are some provisions that require certain items be present within the detention facility. For example, E1.4.5 requires that there is "a video surveillance and recording system for all prisoner booking areas."

As part of the evaluation, PSD requested a copy from each independent municipal police department of the policy and procedures related to its detention facility. PSD then developed a checklist for examining these policies to ensure that they contained all of the provisions required by the Standards. Each section of the policy was examined with the aid of the checklist and it was determined whether the Standards were met or not. This review was conducted prior to the site visit, allowing these issues to be followed up during interviews with police managers.

Physical Inspection

As mentioned above, the Standards require that detention facilities contain certain items or be organized in a particular way. In order to ascertain whether each department met these Standards, the evaluation team (generally the contractor) conducted a physical inspection of the detention facility. Again, a checklist was developed from the Standards and this checklist was utilized during the inspection. The inspection took approximately two to three hours to complete, depending on the size of the detention facility and the level of activity during the inspection. A department employee (often a police manager or head guard) who had knowledge of the physical layout of the jail would accompany the contractor during the inspection.

In addition to the inspection of the detention facility, prisoner booking sheets and detention facility logbooks were reviewed.

These four evaluation tools (questionnaires, interviews, policy and procedure reviews, and physical inspections) were utilized at all 11 independent municipal police departments included in the detention facilities evaluation and were incorporated into the Standards review provided for each department. In the individual department reports, each Standard was set out and followed by the findings and recommendations where appropriate. For each Standard, four findings were possible, including:

Standard Met – the department meets the provincial Standard both in written policy (where required) and in practice. No departmental action required.

Standard Met in Practice (Not Met in Policy) – although the written policy is lacking (either insufficient to meet the Standard or absent from the documentation provided to the evaluation team), the review reveals that the department is meeting the Standard in the day-to-day activities of the detention facility. Generally, this finding requires that the department revise written policy.

Standard Not Met in Practice (Met in Policy) – although the written policy is sufficient to meet the requirements of the Standard, the review reveals that the department does not meet the intent of the Standard in the day-to-day activities of the detention facility.

This is a more significant finding than a finding that a particular Standard is met in practice (but not in policy) because it indicates that the department is deficient in fulfilling the intent of the Standard. Generally, this finding requires that the department revise current practice.

Standard Not Met – This finding indicates that the department does not meet the Standard in written policy (where required) or in current practice. This finding requires the department to provide written policy (where required) and ensure current practice meets the intent of the Standard.

On occasion, a recommendation was made in the individual reports even if a particular Standard was met both in policy and practice. In these recommendations, departments were asked to *consider* taking a particular action.

PART 2: BEST PRACTICES

Generally speaking, all detention facilities reviewed by the MPE team were found to be reasonably well operated and clean. Interview and questionnaire results revealed that most guards were knowledgeable about their duties, cognizant of the safety issues inherent in housing prisoners, and took pride in their work. Similarly, for the most part, interview and questionnaire results indicated that patrol officers and police managers were knowledgeable about jail procedures and aware of their responsibilities with respect to the detention facilities.

Physically, the detention facilities examined ranged from the old, traditionally designed lockups to newer, more technologically friendly facilities. No matter the style of the facility, a common theme throughout the interviews was the high level of care afforded prisoners. All interviewees were asked to describe what their department did particularly well in the handling of prisoners and the management of the jail and personnel. In almost all instances, respondents commented on the respectful treatment prisoners received while in the facility. Many interviewees expressed concern about the welfare of the prisoners and were particularly sensitive to the needs of repeat offenders, (i.e., those persons with chronic alcohol and/or drug addictions). In view of the high-risk nature of operating a detention facility, the consistently caring attitude expressed towards prisoners was a very positive finding.

One of the main purposes of conducting the MPE is to provide each independent municipal police department with information on how the other departments perform similar activities, with particular emphasis on best practices.

What follows is a list of best practices noted by the evaluation team during the MPE of detention facilities. Not all of the best practices noted below are applicable to all departments given the individual circumstances of each. Nevertheless, they are noted here in the interests of sharing information and providing suggestions that may be of benefit to some departments. Recommendations for the consideration of the BCAMCP are provided for some of the best practices discussed.

Head Guard

Those individual municipal departments that have a designated Head Guard were found to be noticeably more organized. Interview results revealed that Head Guards had a more complete understanding of the facility, how it operated on a day-to-day basis, and what the facility's strengths and weaknesses were.

In addition to performing guarding functions, Head Guard duties can include budgeting, scheduling, developing jail manuals for guards and police, acting as an advocate for guards and the facility, and developing training schedules and training other guards. In addition, the duties of Head Guards normally include completing required paperwork, ensuring the facility is clean and that all equipment is functioning properly. Head

Guards also provide a valuable resource to senior management as a resource on jail issues.

Overall, the evaluation team was impressed with the professionalism, knowledge and commitment of Head Guards.

RECOMMENDATION:

1. Where feasible, those independent municipal police departments that do not currently utilize the Head Guard system consider employing a Head Guard.

Motion Detectors and Timers for Video Cameras

In some independent municipal police detention facilities a guard must manually activate the video surveillance recording system when a prisoner is brought into the cells. On occasion, the recording of the surveillance system may not be activated due to guard error. Such an oversight could prove problematic if an incident occurred within the jail. To safeguard against such an occurrence, some departments have installed motion detectors and timers for their video cameras. As soon as the motion detector senses movement within the camera range, the video recording is automatically initiated.

RECOMMENDATION:

2. Where feasible, those independent municipal police departments that rely on manual activation of video recording consider installing motion detectors and timers to some aspects of their video surveillance system, primarily in the sallyport and the booking areas.

Face Shields/Spitting Hoods

Few of the independent municipal police departments have invested in face shields or spitting hoods to protect both the guards and police from potentially harmful bodily fluids. Overall interview results revealed that one of the main areas of concern for guards and police was dealing with individuals who have, or may have, an infectious disease. Almost all police and guards believed that their department did not go far enough in training or procedures for dealing with infectious individuals.

The evaluation team is convinced of the value of equipping detention facilities with face shields and/or spitting hoods in order to provide additional protection for persons who come into physical contact with prisoners.

RECOMMENDATION:

3. Where feasible, those individual municipal police departments that do not already have face shields/spitting hoods, equip their detention facilities with these items to provide additional protection for guards and police members.

Immobilization Equipment

Almost all independent municipal police departments have some form of immobilization equipment to neutralize difficult or self-destructive prisoners. The types of immobilization equipment varies among the departments and includes:

- *B.O.A.R.D* – The Basic Observation and Restraining Device acts as a solid stretcher upon which prisoners can be strapped and immobilized.
- *The Wrap* – An apparatus that when applied immobilizes the lower torso of the prisoner but not to the extent of the B.O.A.R.D.
- *Straightjacket* – An apparatus used to immobilize the upper part of the body, including the arms.
- *Waist-Wrist Restraints* – An apparatus used to restrict the movement of a prisoner's arms by attaching the arms to a belt at the waist.

The evaluation team noted the value of immobilization equipment, especially in those instances where the police and/or guards are properly trained in its use.

RECOMMENDATION:

4. Where feasible, those individual municipal police departments that do not already have immobilization apparatus equip their detention facilities with these devices to provide additional protection for prisoners, guards and police.

Cell Check Alarm

One independent municipal police department has an automatic alarm on the cell monitor that advises the guard when it is time to do a visual check of the prisoner. The alarm remains on the video screen until the guard removes it.

These alarms may be especially beneficial to those guards who have other duties in addition to supervising prisoners.

Plexiglas Cell Facing

Some of the independent municipal police departments have added clear Plexiglas shields to the inside of cells with bars (Plexiglas shields are only appropriate for cells with bars and not cells of solid construction). The shields minimize the opportunity for self-destructive prisoners to use the bars to attempt suicide by hanging, and prevent prisoners from spitting or throwing debris at guards.

Despite the benefits of Plexiglas cell facing, it is important to note that over time the Plexiglas becomes less transparent due to wear. While this will not effect visual checks by the guards, it could have a detrimental impact on video monitoring, especially where the camera is located outside of the cell.

Slip Resistant Floors

To reduce the possibility of injury, some independent municipal police departments have installed a slip resistance factor to their detention facility floors. Slip resistant floors are particularly beneficial in those areas with a higher likelihood of becoming wet such as drunk tanks and booking areas.

Non-tear Blankets

Some independent municipal police departments have invested in non-tear blankets for their detention facility. These blankets serve two purposes. First, because they are difficult to tear into strips, suicidal prisoners are less likely to utilize them as a means of harming themselves. Second, the non-tear blankets may prove to be cost-effective over time as prisoners often damage blankets either through maliciousness or self-destructiveness.

Tamperproof Sprinkler Heads

Some independent municipal police departments have installed tamperproof sprinkler heads in order to reduce damage caused by destructive prisoners. On occasion, prisoners will damage the regular sprinkler heads out of maliciousness or to attract attention. Damage is sustained not only to the sprinkler heads but also to other areas of the facility as a consequence of flooding. Continued tampering can result in the sprinkler system being shut down resulting in an increase risk of fire damage.

Holding Cells

Some independent municipal police departments have holding cells in their detention facility. These cells are used to hold prisoners after they have been searched but have not yet been booked into the facility. The main benefit of the holding cells are that they negate the need for police members and prisoners to wait in vehicles or in crowded booking areas while other prisoners are booked.

Guard Manual

One independent municipal police department has developed a detailed manual for its guards. The manual presents policies and procedures in practical and directive terminology and gives specific instructions in areas such as health issues, cell block security, equipment and guard responsibilities. The evaluation team recognizes the value of such a manual, but cautions that it is important that the guard manual directives not contradict other written detention facility policies and procedures.

Bus Passes

One independent municipal police department provides a bus pass to a prisoner upon release if the prisoner has indicated that he/she has no money or transportation to return home. The purpose of this service is to help ensure that prisoners do not loiter in the area or commit further crimes to obtain money to pay for transportation.

PART 3: COMMON PROBLEMS/STANDARDS REVIEW

Section E1, Detention Facilities, of *the Provincial Standards for Municipal Police Departments in British Columbia* contains 35 detention facility related standards. Due to the fact that the MPE of detention facilities was largely Standards driven, a discussion of the common problems encountered by the independent municipal police departments is best illustrated through a review of each Standard contained in Section E1.

Each Standard consists of two parts: the Standard itself (in bold print), which is mandatory; and supplementary *notes* (in italics), which serve to clarify the Standards and often suggest means of compliance. The Standards require written policy, an activity, or a report. The Standards are the minimum criteria against which each department was evaluated for the MPE.

The results of the Standard review presented below are augmented by the findings culled from the questionnaires, interviews and physical inspection of the municipal police detention facilities. The purpose of this discussion is to provide an analysis of the findings and provide suggestions for revisions to the existing detention facility Standards.

Each Standard is set out below and accompanied by the evaluation findings. Three types of remarks are made with respect to the Standards:

- Revisions to the Standards have been provided and the supporting rationale is included.
- Comments are not made where the departments generally met the Standard and the evaluation revealed that the intent of the Standard is valid.
- Additions to the Standards have been suggested in recognition of the areas that the Standards do not presently address.

A table summarizing the overall findings of the Standard review is presented at the end of this section.

The Standards are discussed below in chronological order.

E1.1 MANAGEMENT

E1.1.1 Written policy establishes responsibility for the operation and maintenance of the detention facility.

Notes: The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.

Comments: Although Standard E1.1.1 was generally met by the departments, the interview results revealed that in many departments there was some confusion around chain of command with respect to the detention facility. Often the written policy outlined responsibility for the operation and maintenance of the detention facility, but did not identify one position within the department with overall responsibility.

Other sections of the *Provincial Standards for Municipal Police Departments in British Columbia* also contain directives concerning designation of chain of command, including the following:

A1.1.3 Written policy designates identifiable positions within the department that are responsible for each component and function.
Notes: The intent of this standard is to place authority, responsibility and accountability for each component and function. The standard may be met by publishing and making available a current organization chart.

B1.1.4 Each organizational component or function is under the direction of only one supervisor.
Notes: The intent of the standard is to avoid confusion among employees and to establish accountability.

Nevertheless, it is possible that most staff working within the detention facilities are provided only with a copy of Standard E1. Consequently, it is important to clearly identify in Standard E1 one position within the department with overall responsibility for the detention facility.

RECOMMENDATION:

5. Standard E1.1.1 be revised as follows (changes in ***underlined bold italics***):

E1.1.1 Written policy *must identify one position within the department with overall responsibility* for the operation and maintenance of the detention facility.
Notes: The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.

E1.1.2 Written policy governs access of persons to the detention facility.

Notes: Policy should address access to the facility by police, counsel, family and others.

Comments: Standard E1.1.2 was generally met by the departments; however, to increase the clarity of the written policy, the Standard should be revised to indicate a position within the department responsible for authorizing access to the facility (e.g., Shift Supervisor). The Standard should also be revised to require the department to develop procedures governing access.

RECOMMENDATION:

6. Standard E1.1.2 be revised as follows (changes in ***underlined bold italics***):

E1.1.2 Written policy *and procedures* govern access of persons to the detention facility.
Notes: *Policy should address access to the facility by police, counsel, family and others.* ***Policy should identify one position (e.g., Shift Supervisor) within the department who is responsible for authorizing access to the detention facility.***

E1.2 PHYSICAL PLANT

E1.2.1 Detention facilities provide the following minimum conditions for prisoners:
- **sufficient lighting;**
- **circulation of air in accordance with local public health standards;**
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding for each prisoner held in excess of eight hours.**

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

Comments: The Standard currently requires air circulation to be in accordance with local public health standards; however, local health boards advise that they do not have standards that apply to detention facilities. The Workers' Compensation Board (WCB) and the British Columbia Building Corporation (BCBC) were contacted to determine if they have standards that apply to detention facilities. The WCB advises their standards apply only to workers in the facilities. BCBC advises that they do not have required standards.

E1.1 MANAGEMENT

E1.1.1 Written policy establishes responsibility for the operation and maintenance of the detention facility.

Notes: The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.

Comments: Although Standard E1.1.1 was generally met by the departments, the interview results revealed that in many departments there was some confusion around chain of command with respect to the detention facility. Often the written policy outlined responsibility for the operation and maintenance of the detention facility, but did not identify one position within the department with overall responsibility.

Other sections of the *Provincial Standards for Municipal Police Departments in British Columbia* also contain directives concerning designation of chain of command, including the following:

A1.1.3 Written policy designates identifiable positions within the department that are responsible for each component and function.
Notes: The intent of this standard is to place authority, responsibility and accountability for each component and function. The standard may be met by publishing and making available a current organization chart.

B1.1.4 Each organizational component or function is under the direction of only one supervisor.
Notes: The intent of the standard is to avoid confusion among employees and to establish accountability.

Nevertheless, it is possible that most staff working within the detention facilities are provided only with a copy of Standard E1. Consequently, it is important to clearly identify in Standard E1 one position within the department with overall responsibility for the detention facility.

RECOMMENDATION:

5. Standard E1.1.1 be revised as follows (changes in ***underlined bold italics***):

E1.1.1 Written policy *must identify one position within the department with overall responsibility* for the operation and maintenance of the detention facility.
Notes: The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.

E1.1.2 Written policy governs access of persons to the detention facility.

Notes: Policy should address access to the facility by police, counsel, family and others.

Comments: Standard E1.1.2 was generally met by the departments; however, to increase the clarity of the written policy, the Standard should be revised to indicate a position within the department responsible for authorizing access to the facility (e.g., Shift Supervisor). The Standard should also be revised to require the department to develop procedures governing access.

RECOMMENDATION:

6. Standard E1.1.2 be revised as follows (changes in ***underlined bold italics***):

E1.1.2 Written policy *and procedures* govern access of persons to the detention facility.
Notes: *Policy should address access to the facility by police, counsel, family and others.* ***Policy should identify one position (e.g., Shift Supervisor) within the department who is responsible for authorizing access to the detention facility.***

E1.2 PHYSICAL PLANT

E1.2.1 Detention facilities provide the following minimum conditions for prisoners:

- **sufficient lighting;**
- **circulation of air in accordance with local public health standards;**
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding for each prisoner held in excess of eight hours.**

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

Comments: The Standard currently requires air circulation to be in accordance with local public health standards; however, local health boards advise that they do not have standards that apply to detention facilities. The Workers' Compensation Board (WCB) and the British Columbia Building Corporation (BCBC) were contacted to determine if they have standards that apply to detention facilities. The WCB advises their standards apply only to workers in the facilities. BCBC advises that they do not have required standards.

The current wording of the Standard as applied to air circulation has little meaning and should be changed to eliminate "local public health standards." As Standard E1.2.1 applies only to minimum conditions for prisoners and not to persons who work within the detention facilities, it is not within the scope of the evaluation to revise Standard E1.2.1 to include WCB standards. Nonetheless, given that the independent municipal police departments employ guards it follows that the departments should ensure that air circulation in the detention facilities meet WCB standards for workers.

RECOMMENDATION:

7. Standard E1.2.1 be revised as follows (changes in ***underlined bold italics***):

E.1.2.1 Detention facilities provide the following minimum conditions for prisoners:

- **sufficient lighting;**
- ***sufficient*** **circulation of air;** ~~***in accordance with local public health standards;***~~
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding for each prisoner held in excess of eight hours.**

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

E1.3 SAFETY AND SANITATION

E1.3.1 Written policy describes fire prevention practices and procedures for the detention facility.

Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire.

Comments: In some instances guards did not know what, if any, fire fighting equipment was available in the detention facility, where it was located or how to operate fire extinguishers. For example, some departments have fire extinguishers that utilize pressurized water and therefore may have a different application than the chemical extinguishers.

RECOMMENDATION:

8. Standard E1.3.1 be revised as follows (changes in ***underlined bold italics***):

E1.3.1 Written policy describes fire prevention practices and procedures for the detention facility.

*Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan **must** state the appropriate procedures for the prevention and prompt control of fire. **Guards must be familiar with the fire fighting equipment available in the detention facility.***

E1.3.2 The type and location of fire protection equipment is approved in writing by provincial or local fire officials.

Notes: The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

No revision required.

E1.3.3 Written policy requires the documented inspection and testing of fire protection equipment in accordance with documented applicable regulations and legislation.

Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times

Comments: Almost all of the departments' policies require the inspection and testing of fire protection equipment on a yearly basis (a few require it every six months). The various fire department reports examined during the evaluation process did not indicate that inspection and testing is required more frequently. The Standard should be rewritten to reflect the common practice of inspecting and testing fire equipment on an annual basis.

RECOMMENDATION:

9. Standard E.1.3.3 be revised as follows (changes in ***underlined bold italics***):

E1.3.3 Written policy requires the documented inspection and testing of fire protection equipment *annually or sooner if required by the manufacturer*.

Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

The current wording of the Standard as applied to air circulation has little meaning and should be changed to eliminate "local public health standards." As Standard E1.2.1 applies only to minimum conditions for prisoners and not to persons who work within the detention facilities, it is not within the scope of the evaluation to revise Standard E1.2.1 to include WCB standards. Nonetheless, given that the independent municipal police departments employ guards it follows that the departments should ensure that air circulation in the detention facilities meet WCB standards for workers.

RECOMMENDATION:

7. Standard E1.2.1 be revised as follows (changes in ***underlined bold italics***):

E.1.2.1 **Detention facilities provide the following minimum conditions for prisoners:**

- **sufficient lighting;**
- ***sufficient*** **circulation of air;** ***~~in accordance with local public health standards;~~***
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding for each prisoner held in excess of eight hours.**

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

E1.3 **SAFETY AND SANITATION**

E1.3.1 **Written policy describes fire prevention practices and procedures for the detention facility.**

Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire.

Comments: In some instances guards did not know what, if any, fire fighting equipment was available in the detention facility, where it was located or how to operate fire extinguishers. For example, some departments have fire extinguishers that utilize pressurized water and therefore may have a different application than the chemical extinguishers.

RECOMMENDATION:

8. Standard E1.3.1 be revised as follows (changes in ***underlined bold italics***):

E1.3.1 **Written policy describes fire prevention practices and procedures for the detention facility.**

*Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan **must** state the appropriate procedures for the prevention and prompt control of fire. **Guards must be familiar with the fire fighting equipment available in the detention facility.***

E1.3.2 **The type and location of fire protection equipment is approved in writing by provincial or local fire officials.**

Notes: The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

No revision required.

E1.3.3 **Written policy requires the documented inspection and testing of fire protection equipment in accordance with documented applicable regulations and legislation.**

Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times

Comments: Almost all of the departments' policies require the inspection and testing of fire protection equipment on a yearly basis (a few require it every six months). The various fire department reports examined during the evaluation process did not indicate that inspection and testing is required more frequently. The Standard should be rewritten to reflect the common practice of inspecting and testing fire equipment on an annual basis.

RECOMMENDATION:

9. Standard E.1.3.3 be revised as follows (changes in ***underlined bold italics***):

E1.3.3 **Written policy requires the documented inspection and testing of fire protection equipment *annually or sooner if required by the manufacturer.***
Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

Comments: An evacuation plan, to be effective, must ensure that guards, prisoners, and other persons in the detention facility are able to get out safely in the event of an emergency. Evacuation plans - especially the posted part of the plan - must specify an evacuation route (i.e., arrows drawn from the cell areas to the exits) and the disposition of the prisoners in terms of immediate future housing and/or medical treatment.

These items are necessary to reduce the possibility of escape by prisoners and to ensure that no confusion exists on the part of guards and police as to their responsibilities in the event of an emergency. The current Standard's "Notes" only suggest this should be done. It is important that the Standard reinforce the importance of these procedures.

RECOMMENDATION:

10. Standard E1.3.4 be revised as follows (changes in ***underlined bold italics***):

E1.3.4 **There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.**
Notes: If possible, two separate emergency exits should be provided. The evacuation plan ***must*** *specify route of evacuation and subsequent disposition and housing of prisoners. The plan* ***must*** *also include provisions for first aid and hospital transportation.*

E1.3.5 Written policy requires a sanitation inspection of the facility.

Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions.

Comments: Unlike other similar Standards (E1.3.3, E1.4.2, E1.4.3, E1.5.2) Standard E1.3.5 does not require that the sanitation inspection of the facility be documented. It also does not state the frequency at which the inspection should occur. The Standard requires revision to alleviate any confusion around sanitation inspections. In addition, a requirement should be added to include identification of the position within the department that is responsible for conducting the sanitation inspection.

RECOMMENDATION:

11. Standard E.1.3.5 be revised as follows (changes in ***underlined bold italics***):

E1.3.5 Written policy requires a *weekly documented* sanitation inspection of the facility.
Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions. ***Policy must state which position within the department is responsible for the sanitation inspection.***

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: Exceptions to the standard may be made in emergency situations.

Comments: The intent of this Standard is to reduce the risk of prisoners obtaining a weapon that they may use against other persons in the detention facility. As currently written, this Standard refers only to the securing of firearms and does not include other weapons that a police officer may carry as part of his or her standard equipment (e.g., OC spray, knife, baton).

RECOMMENDATION:

12. The independent municipal police departments consider revising Standard E1.4.1 to include other types of weapons in addition to firearms.

E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

Notes: The policy should indicate who is responsible for making this security check.

Comments: In some departments, it was apparent from questionnaire and interview results that confusion existed with respect to who was responsible for conducting the security checks of unoccupied cells. The Standard should be revised to reinforce the importance of clarifying roles.

In addition, departments are reminded to ensure that the security checks are documented.

RECOMMENDATION:

13. Standard E1.4.2 be revised as follows (changes in ***underlined bold italics***):

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

Comments: An evacuation plan, to be effective, must ensure that guards, prisoners, and other persons in the detention facility are able to get out safely in the event of an emergency. Evacuation plans - especially the posted part of the plan - must specify an evacuation route (i.e., arrows drawn from the cell areas to the exits) and the disposition of the prisoners in terms of immediate future housing and/or medical treatment.

These items are necessary to reduce the possibility of escape by prisoners and to ensure that no confusion exists on the part of guards and police as to their responsibilities in the event of an emergency. The current Standard's "Notes" only suggest this should be done. It is important that the Standard reinforce the importance of these procedures.

RECOMMENDATION:

10. Standard E1.3.4 be revised as follows (changes in ***underlined bold italics***):

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.
Notes: If possible, two separate emergency exits should be provided. The evacuation plan ***must*** *specify route of evacuation and subsequent disposition and housing of prisoners. The plan* ***must*** *also include provisions for first aid and hospital transportation.*

E1.3.5 Written policy requires a sanitation inspection of the facility.

Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions.

Comments: Unlike other similar Standards (E1.3.3, E1.4.2, E1.4.3, E1.5.2) Standard E1.3.5 does not require that the sanitation inspection of the facility be documented. It also does not state the frequency at which the inspection should occur. The Standard requires revision to alleviate any confusion around sanitation inspections. In addition, a requirement should be added to include identification of the position within the department that is responsible for conducting the sanitation inspection.

RECOMMENDATION:

11. Standard E.1.3.5 be revised as follows (changes in ***underlined bold italics***):

E1.3.5 Written policy requires a *weekly documented* sanitation inspection of the facility.
Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions. ***Policy must state which position within the department is responsible for the sanitation inspection****.*

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: *Exceptions to the standard may be made in emergency situations.*

Comments: The intent of this Standard is to reduce the risk of prisoners obtaining a weapon that they may use against other persons in the detention facility. As currently written, this Standard refers only to the securing of firearms and does not include other weapons that a police officer may carry as part of his or her standard equipment (e.g., OC spray, knife, baton).

RECOMMENDATION:

12. The independent municipal police departments consider revising Standard E1.4.1 to include other types of weapons in addition to firearms.

E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

Notes: The policy should indicate who is responsible for making this security check.

Comments: In some departments, it was apparent from questionnaire and interview results that confusion existed with respect to who was responsible for conducting the security checks of unoccupied cells. The Standard should be revised to reinforce the importance of clarifying roles.

In addition, departments are reminded to ensure that the security checks are documented.

RECOMMENDATION:

13. Standard E1.4.2 be revised as follows (changes in ***underlined bold italics***):

E1.4.2 **Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.**
Notes: ***Policy must state which position within the department is responsible for the security check.***

E1.4.3 **Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.**

Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

Comments: Similar to the Standard E1.4.2 comments, the written policy for Standard E1.4.3 should indicate who is responsible for completing the security check.

Standard E1.4.3 uses the term "holding facility." This term should be changed to detention facility for consistency with other Standards.

RECOMMENDATION:

14. Standard E1.4.3 be revised as follows (changes in ***underlined bold italics***):

E1.4.3 **Written policy requires a documented security inspection, including a search for weapons, of the *detention* facility at least weekly.**
Notes: *All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.* ***Policy must state which position within the department is responsible for the security inspection.***

E1.4.4 **There is a security alarm system linked to a designated control point.**

Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

No revision required.

E1.4.5 **There is a video surveillance and recording system for all prisoner booking areas.**

Notes: The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.

Comments: The object of the Standard as stated in the "Notes" is to protect the police, encourage proper behaviour by prisoners and provide evidence. However, these objectives are difficult to attain when the design of the facility works against the surveillance system. Nevertheless, the inclusion of this Standard is indicative of the importance placed upon the proper video surveillance and recording of all prisoner booking areas. Four departments failed to meet the intent of this Standard. Strengthening the directives of this Standard can be achieved through revision.

RECOMMENDATION:

15. Standard E1.4.3 be revised as follows (changes in ***underlined bold italics***):

E1.4.5 **The *detention facility has a* video surveillance and recording system *that covers the entire* prisoner booking area.**
Notes: *The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.*

E1.4.6 **Written policy describes procedures to be followed in the event of an escape.**

Notes: The procedures to be followed if an escape occurs should be made known to all facility personnel.

No revision required.

E1.4.7 **Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.**

Notes: The policy should specify which items may be retained by the prisoner.

Comments: Departments vary considerably in their approach to this Standard. Some have extensive lists of which items should be taken from prisoners (e.g., bras, shoe laces, shoes, turbans), while others only refer to items which can injure, aid in an escape or provide evidence of an offence. In any event, most departments provide satisfactory policy regarding what items should be removed from a prisoner. However, few departments consider what items the prisoner may retain while imprisoned, possibly because the direction in the Standard is not clear. The "Notes" should refer to items normally taken from prisoners but which can be retained in special circumstances (i.e., medicine that must be taken without delay and religious artifacts, etc.).

E1.4.2 **Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.**
Notes: ***Policy must state which position within the department is responsible for the security check.***

E1.4.3 **Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.**

Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

Comments: Similar to the Standard E1.4.2 comments, the written policy for Standard E1.4.3 should indicate who is responsible for completing the security check.

Standard E1.4.3 uses the term "holding facility." This term should be changed to detention facility for consistency with other Standards.

RECOMMENDATION:

14. Standard E1.4.3 be revised as follows (changes in ***underlined bold italics***):

E1.4.3 **Written policy requires a documented security inspection, including a search for weapons, of the *detention* facility at least weekly.**
Notes: *All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.* ***Policy must state which position within the department is responsible for the security inspection.***

E1.4.4 **There is a security alarm system linked to a designated control point.**

Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

No revision required.

E1.4.5 **There is a video surveillance and recording system for all prisoner booking areas.**

Notes: The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.

Comments: The object of the Standard as stated in the "Notes" is to protect the police, encourage proper behaviour by prisoners and provide evidence. However, these objectives are difficult to attain when the design of the facility works against the surveillance system. Nevertheless, the inclusion of this Standard is indicative of the importance placed upon the proper video surveillance and recording of all prisoner booking areas. Four departments failed to meet the intent of this Standard. Strengthening the directives of this Standard can be achieved through revision.

RECOMMENDATION:

15. Standard E1.4.3 be revised as follows (changes in ***underlined bold italics***):

E1.4.5 **The *detention facility has a* video surveillance and recording system *that covers the entire* prisoner booking area.**
Notes: *The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.*

E1.4.6 **Written policy describes procedures to be followed in the event of an escape.**

Notes: The procedures to be followed if an escape occurs should be made known to all facility personnel.

No revision required.

E1.4.7 **Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.**

Notes: The policy should specify which items may be retained by the prisoner.

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RECOMMENDATION:

16. Standard E1.4.7 be revised as follows (changes in ***underlined bold italics***):

E1.4.7 **Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.**
Notes: *The policy* ***should specify and ensure documentation of those items retained by prisoners that are usually taken***.

E1.4.8 **A booking form is completed for every person booked into the facility and contains the following information to the extent permitted by law:**

- **arrest information;**
- **apparent physical and psychological condition;**
- **medications taken by prisoner;**
- **property inventory and disposition; and**
- **prisoner profile coding.**

Notes: *Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.*

Comments: The booking forms used by the detention facilities are all of a similar standard format and both police and guards found them to be satisfactory. Some departments use hand written booking sheets while others use a computer aided booking process.

After reviewing a sample of completed booking forms from all departments (either handwritten or computer generated) the evaluators noted that many police were not completing all fields on the forms. In many instances large parts of the form were left blank (i.e., missing fields included next of kin, scars, marks and tattoos, VISEN[3]). A review of each department's policy revealed that the forms are to be completed in full. Interviews with police supervisors confirmed this finding. The failure to complete the booking forms fully results in a loss of information that may be of future use to department jailers and investigators.

RECOMMENDATION:

17. The independent municipal police departments consider implementing one or more of the following suggested solutions to ensure that booking sheets are properly completed:

- Supervisors comprehensively review booking sheets on a more frequent basis;

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[3] VISEN is a common coding scheme utilized in detention facilities booking sheets to indicate the status of prisoners, i.e., Violent, Infectious, Suicidal, Escape risk, or Normal.

- Departments revise computer booking systems to enforce mandatory completion of specific fields;
- Departments take steps to ensure that members realize the benefit of information contained in the booking forms.

E1.4.9 Written policy requires that young persons are detained separately from adult prisoners.

Notes: Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.

No revision required.

E1.4.10 Written policy requires that female prisoners are detained separately from male prisoners.

Notes: Female prisoners should be separated by sight and sound from male prisoners.

No revision required.

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

Comments: The "Notes" currently requires that "such prisoners should remain under close observation" when, in fact, to ensure their safety, such prisoners must remain under close observation. In practice, departments do require steps be taken to ensure close observation of these prisoners; however, the Standard should go further. In order to ensure the safety of self-destructive or violent prisoners it is sometimes necessary to take steps to immobilize them. Because immobilization is a severe step, policies must be specific as to what conditions must exist for such an action to occur, who is to authorize the immobilization, and how it is to be accomplished.

RECOMMENDATION:

18. Standard E1.4.11 be revised as follows (changes in ***underlined bold italics***):

RECOMMENDATION:

16. Standard E1.4.7 be revised as follows (changes in ***underlined bold italics***):

E1.4.7 **Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.**
Notes: *The policy* ***should specify and ensure documentation of those items retained by prisoners that are usually taken****.*

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- **arrest information;**
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- **property inventory and disposition; and**
- **prisoner profile coding.**

Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

Comments: The booking forms used by the detention facilities are all of a similar standard format and both police and guards found them to be satisfactory. Some departments use hand written booking sheets while others use a computer aided booking process.

After reviewing a sample of completed booking forms from all departments (either handwritten or computer generated) the evaluators noted that many police were not completing all fields on the forms. In many instances large parts of the form were left blank (i.e., missing fields included next of kin, scars, marks and tattoos, VISEN[3]). A review of each department's policy revealed that the forms are to be completed in full. Interviews with police supervisors confirmed this finding. The failure to complete the booking forms fully results in a loss of information that may be of future use to department jailers and investigators.

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17. The independent municipal police departments consider implementing one or more of the following suggested solutions to ensure that booking sheets are properly completed:

- Supervisors comprehensively review booking sheets on a more frequent basis;

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- Departments revise computer booking systems to enforce mandatory completion of specific fields;
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No revision required.

E1.4.10 Written policy requires that female prisoners are detained separately from male prisoners.

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No revision required.

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

Comments: The "Notes" currently requires that "such prisoners should remain under close observation" when, in fact, to ensure their safety, such prisoners must remain under close observation. In practice, departments do require steps be taken to ensure close observation of these prisoners; however, the Standard should go further. In order to ensure the safety of self-destructive or violent prisoners it is sometimes necessary to take steps to immobilize them. Because immobilization is a severe step, policies must be specific as to what conditions must exist for such an action to occur, who is to authorize the immobilization, and how it is to be accomplished.

RECOMMENDATION:

18. Standard E1.4.11 be revised as follows (changes in ***underlined bold italics***):

E1.4.11 **Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.**
Notes: *Such prisoners* ***must*** *remain under close observation by facility staff, or referred for appropriate medical treatment.* ***In situations where the department determines that a prisoner must be immobilized for his/her or another person's safety, the policy must address the conditions for the action to be taken, who may authorize it, and where appropriate, offer guidelines as to its application.***

E1.4.12 **Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.**

Notes: The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

Comments: While most departments met the intent of this Standard, almost all failed to address in their policies provisions for extra personnel, additional physical facilities, and booking and detention procedures. In addition, only one department indicated a maximum capacity for its detention facility.

The Standard needs to be revised to strengthen its provisions. In addition, the departments should be required to identify within policy the maximum capacity for their detention facilities.

RECOMMENDATION:

19. Standard E1.4.12 be revised as follows (changes in ***underlined bold italics***):

E1.4.12 **Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.**
Notes: *The policy* ***must identify the detention facility's maximum capacity and must*** *address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.*

E1.4.13 **Written policy governs the return of property to prisoners upon release.**

Notes: Property retained for evidentiary or other purposes should be noted on the inventory form.

No revision required.

E1.4.14 Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded, in addition to all detention facility inspections required by these standards.

Notes: The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.

Comments: While Standard E1.4.14 requires departments to maintain a journal, it does not indicate for how long the journal should be stored or kept for future reference. No written policies examined included reference to storage of the journals, although some departments use a journal format that allows the log to become part of the individual prisoner's file. To ensure the journal is available for future reference the journals should be kept for a minimum of 10 years.

In addition, Standard E1.4.14 requires that detention facility inspections be documented. This portion of the Standard is redundant in that the other Standards dealing with inspections require that the inspections be documented (with the exception of the oversight in the original drafting of Standard E1.3.5). As such, to simplify the requirements of the Standards, the documentation portion of Standard E1.4.14 should be eliminated.

RECOMMENDATION:

20. Standard E1.4.14 be revised as follows (changes in ***underlined bold italics***):

E1.4.14 Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded *~~in addition to all detention facility inspections required by these standards~~*. *Written policy requires that the journal be stored in a safe location and be available for reference for up to 10 years.*

Notes: *The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.*

E1.5 MEDICAL AND HEALTH CARE SERVICES

E1.5.1 Written policy identifies the policies and procedures to be followed when a prisoner is in need of medical assistance.

Notes: The intent of this standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.

E1.4.11 **Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.**
Notes: *Such prisoners* ***must*** *remain under close observation by facility staff, or referred for appropriate medical treatment.* ***In situations where the department determines that a prisoner must be immobilized for his/her or another person's safety, the policy must address the conditions for the action to be taken, who may authorize it, and where appropriate, offer guidelines as to its application.***

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Notes: *The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.*

Comments: While most departments met the intent of this Standard, almost all failed to address in their policies provisions for extra personnel, additional physical facilities, and booking and detention procedures. In addition, only one department indicated a maximum capacity for its detention facility.

The Standard needs to be revised to strengthen its provisions. In addition, the departments should be required to identify within policy the maximum capacity for their detention facilities.

RECOMMENDATION:

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E1.4.12 **Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.**
Notes: *The policy* ***must identify the detention facility's maximum capacity and must*** *address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.*

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Notes: *Property retained for evidentiary or other purposes should be noted on the inventory form.*

No revision required.

E1.4.14 Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded, in addition to all detention facility inspections required by these standards.

Notes: The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.

Comments: While Standard E1.4.14 requires departments to maintain a journal, it does not indicate for how long the journal should be stored or kept for future reference. No written policies examined included reference to storage of the journals, although some departments use a journal format that allows the log to become part of the individual prisoner's file. To ensure the journal is available for future reference the journals should be kept for a minimum of 10 years.

In addition, Standard E1.4.14 requires that detention facility inspections be documented. This portion of the Standard is redundant in that the other Standards dealing with inspections require that the inspections be documented (with the exception of the oversight in the original drafting of Standard E1.3.5). As such, to simplify the requirements of the Standards, the documentation portion of Standard E1.4.14 should be eliminated.

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E1.4.14 Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded ~~*in addition to all detention facility inspections required by these standards*~~. *Written policy requires that the journal be stored in a safe location and be available for reference for up to 10 years.*

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E1.5.1 Written policy identifies the policies and procedures to be followed when a prisoner is in need of medical assistance.

Notes: The intent of this standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.

No revision required.

E1.5.2 **A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.**

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

Comments: The quality and quantity of first aid kits varies considerably from department to department, as does the requirement for inspection and replenishment. Due to the wording of the Standard, departments that have a first aid kit will meet the Standard regardless of the contents of the kit. To ensure that the departments have the same ability to treat prisoners, the Standard should set out the specific capability of the first aid kit.

In addition, the individual who is responsible for replenishing the first aid kit should be familiar with its contents in order to ensure the kit is replenished properly.

RECOMMENDATION:

21. Standard E1.5.2 be revised as follows (changes in ***underlined bold italics***):

E1.5.2 **A first aid kit *equivalent to or superior to the WCB Basic First Aid Kit* is available in the detention facility, and is subject to a documented weekly inspection and replenished *as soon as possible by a trained first aid provider.***
Notes: *First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.* ***Policy must state which position within the department is responsible for the inspection and replenishment of the first aid kit.***

E1.5.3 **Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.**

Notes: Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

Comments: The "Notes" only require that pharmaceuticals, or other medical treatment, be given with the prisoner's informed consent and with appropriate medical authorization. To ensure the well being of prisoners, any medical treatment *must* be given with informed consent and with appropriate medical authorization.

RECOMMENDATION:

22. Standard E1.5.3 be revised as follows (changes in ***underlined bold italics***):

E1.5.3 **Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.**
Notes: *Policy* ***must*** *clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.*

E1.5.4 **Written policy establishes procedures to be followed when a prisoner has an infectious disease.**

Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the Standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

Comments: During the course of the evaluation, one of the interview topics that caused the most apprehension amongst guards and police dealt with individuals who have, or may have, an infectious disease. Almost all police and guards believed that their department did not go far enough in training or procedures for dealing with individuals with infectious diseases. Departments varied in their approaches to the problem in their detention facility policies; some required supervisors to contact hospitals for advice, while others described sanitation procedures.

All departments are required to establish procedures for dealing with infectious and communicable diseases as articulated in Standard D1.2.13:

> D1.2.13 Written policy establishes procedures to be followed when an employee comes into contact with a person having, or suspected of having, an infectious disease.
> *Notes: Persons with an infectious disease may pose a significant health risk to employees.*

Nevertheless, it was apparent that these procedures were not common knowledge amongst the guards and police members attending the detention facilities on a regular basis. Specific methods for dealing with persons with infectious diseases and contaminated body fluids should be specified in the Standard E1 to ensure the protection of staff and prisoners. This is especially important in light of the probability that many jail staff may only have access to Standard E1 and not the remaining Standards.

No revision required.

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

***Notes:** First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.*

Comments: The quality and quantity of first aid kits varies considerably from department to department, as does the requirement for inspection and replenishment. Due to the wording of the Standard, departments that have a first aid kit will meet the Standard regardless of the contents of the kit. To ensure that the departments have the same ability to treat prisoners, the Standard should set out the specific capability of the first aid kit.

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Notes: *First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.* ***Policy must state which position within the department is responsible for the inspection and replenishment of the first aid kit.***

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Comments: The "Notes" only require that pharmaceuticals, or other medical treatment, be given with the prisoner's informed consent and with appropriate medical authorization. To ensure the well being of prisoners, any medical treatment *must* be given with informed consent and with appropriate medical authorization.

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Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

Comments: During the course of the evaluation, one of the interview topics that caused the most apprehension amongst guards and police dealt with individuals who have, or may have, an infectious disease. Almost all police and guards believed that their department did not go far enough in training or procedures for dealing with individuals with infectious diseases. Departments varied in their approaches to the problem in their detention facility policies; some required supervisors to contact hospitals for advice, while others described sanitation procedures.

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RECOMMENDATION:

23. Standard E1.5.4 be revised as follows (changes in ***underlined bold italics***):

E1.5.4 **Written policy establishes procedures to be followed when a prisoner has an infectious disease.**
Notes: *Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.* ***The detention facility must maintain detailed procedures for dealing with infectious diseases with respect to: 1) handling and segregating the prisoner; 2) preventing the further use of the cell and any equipment or items that may have come in contact with an infected person until they are properly disinfected; 3) the safe and proper disinfecting of cells and equipment; and, 4) any action required should any detention facility employee be exposed to bodily fluids or airborne particulates.***

E1.5.5 **Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.**

Notes: ***The intent of the standard is that prisoners receive appropriate medical attention.***

Comments: Although most of the departments met this Standard (i.e., they had written policy describing procedures to be followed when a prisoner is of questionable consciousness), questionnaire data indicate that only 32 out of 54 (59%) of guards had received training with respect to questionable consciousness. Of the 27 guards that provided comments on the type of training they had received in this area, 10 indicated that they had been taught during a basic first aid course.

Due to the important role guards play in recognising the need for medical assistance for individuals in police custody, the evaluation team is of the opinion that guards should be given specific training in identifying life signs and appropriate responses, e.g., the Glasgow Coma Scale.[4]

RECOMMENDATION:

24. Standard E1.5.5 be revised as follows (changes in ***underlined bold italics***).

---

[4] The Glasgow Coma Scale is considered to be one of easiest and most reliable methods for assessing the consciousness of individuals because it is easy and quick to determine and can be repeated frequently. The Glasgow Coma Scale was designed to meet a need for standardized initial evaluation. The scale assesses three components: eye opening, best verbal response, and best motor response.

E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.
Notes: *The intent of the standard is that prisoners receive appropriate medical attention.* ***Policy must ensure that guards are trained in assessing the level of consciousness of prisoners, e.g., training in the use of the Glasgow Coma Scale.***

E1.6 POLICE RESPONSIBILITIES REGARDING PRISONERS

E1.6.1 Written policy requires that a prisoner's opportunity for lawful release from custody is not impeded.

Notes: The intent of the standard is to ensure compliance with the Criminal Code and Charter of Rights and Freedoms.

No revision required.

E1.6.2 Written policy ensures confidential access to counsel.

Notes: Every effort should be made to ensure privacy in contacts between counsel and their clients.

No revision required.

E1.6.3 Written policy sets forth procedures for a prisoner's access to a telephone, telephone directory and legal aid assistance.

Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

No revision required.

E1.6.4 Three meals are provided to all prisoners in the facility during each 24 hour period.

Notes: No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated.

Comments: Numerous legitimate reasons exist why prisoners cannot eat the specific meals provided by the police departments. Included among the reasons are food

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Comments: Numerous legitimate reasons exist why prisoners cannot eat the specific meals provided by the police departments. Included among the reasons are food

allergies, medical reasons (such as diabetes), and religious restrictions. The "Notes" should include a requirement to provide, where possible, an acceptable alternate dietary regimen. All departments evaluated are already providing, where possible, acceptable alternative meals to prisoners. Revision of the Standard will confirm this practice.

RECOMMENDATION:

25. Standard E1.6.4 to be revised as follows (changes in ***underlined bold italics***):

E1.6.4 **Three meals are provided to all prisoners in the facility during each 24 hour period.**
Notes: *No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated.* ***When requested for religious or medical reasons, the department should take all reasonable steps to provide an alternative dietary regimen for the prisoner.***

E1.7 SUPERVISION OF PRISONERS

E1.7.1 **Written policy requires the constant monitoring of prisoners by department staff.**

Notes: Constant monitoring is essential for maintaining security and ensuring the safety and welfare of prisoners.

No revision required.

E1.7.2 **Written policy requires that each prisoner be visually checked frequently by department staff.**

Notes: Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the purpose of this standard a visual check does not include video surveillance.

Comments: Five independent municipal police departments did not meet the intent of this Standard. While all departments require guards to check prisoners frequently, the term "frequently" has been interpreted differently by the departments (with checks required anywhere from every five minutes to every half-hour) depending somewhat on the level of technology the department has incorporated into prisoner surveillance. The overriding issue with respect to visual checks concerns the fact that, with one exception, the departments do not employ guards in their facilities 24 hours per day.

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In most instances, departments call in guards when a person is lodged in the cells. The time lag between the lodging of a prisoner and the arrival of an on-call guard can be as long as an hour. In some facilities, during the time lag, the monitoring of prisoners is performed through surveillance video by Communication Centre staff and no physical checks of the prisoners are conducted. In one facility, despite the fact that written policy dictates that prisoners will be visually checked, the department has determined that constant surveillance through a video monitor provides the guard with better information on the condition of the prisoner than a visual check. In other departments, visual checks of prisoners are not conducted during the time that on-call guards are on coffee or lunch breaks. These types of monitoring procedures contravene the intent of the Standard. Specifically, the *Notes* section of E1.7.2 states that: "For the purpose of this standard a visual check does not include video surveillance." In other words, video monitoring is to augment physical checks of prisoners, not replace it.

Due to the relatively small number of prisoners housed in many of the municipal police department detention facilities, it is not economically feasible for these departments to employ full time guards. Nevertheless, the evaluation team is concerned by many of the monitoring practices described during the course of the interviews and recommends that the Standard be revised to include a mandatory time period for visual checks of prisoners.

The rationale for recommending visual checks be conducted at least every 20 minutes is based on the finding that the common practice among most police agencies in the province is to require a visual check at least three times each hour. Legal research conducted by the Saanich Police Department indicates that the standard of care owed to prisoners by their custodians was established in *Funk v. Clapp (11 February 1986), Vancouver CA002684 (B.C.C.A.)*. In this case, the British Columbia Court of Appeal found that the police owe a duty of care to protect prisoners in police custody from foreseeable risks and that the RCMP procedure to check prisoners at least three times an hour (with the checks at least 15 minutes apart) met the standard of care required for the supervision of prisoners.

RECOMMENDATION:

26. Standard E1.7.2 be revised as follows (changes in ***underlined bold italics***):

E1.7.2 **Written policy requires that each prisoner *must* be *physically* visually checked *at least every 20 minutes* by department staff. *Each prisoner is to be physically visually checked during the times that the prisoner may be alone in the facility (i.e., during the time lag between when a guard is called out and his/her arrival, during guard coffee and lunch breaks).***

Notes: *Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the* *purpose of this standard, a visual check does not include video surveillance.*

E1.7.3 Written policy specifies procedures when prisoners are supervised by a staff member of the opposite sex.

Notes: It is inappropriate for staff to supervise prisoners of the opposite sex. Staff should be advised of procedures to be followed in these cases when the appropriate staff are not available.

Comments: Despite the intent of the Standard, some departments are currently practicing or edging toward unisex guarding - that is, allowing males and females to be guarded and monitored both directly and indirectly by either sex. The courts and Human Rights Commissions, while not definitive in their direction, indicate some forms of unisex guarding is acceptable, although they express concern about the privacy of prisoners.

The impetus to unisex guarding is the cost saving realized when only one guard is required instead of two. In addition, some departments utilize an on-call guard protocol. As a consequence, often a guard has not yet arrived in the facility when a prisoner is first lodged in the facility. In order to observe the prisoner until a guard is present, video monitors have been placed in many Communication Centres and policies often require dispatchers (who could be male or female) to watch the prisoner until a guard arrives (in many departments dispatchers also act as a back up to the guard and continue to monitor the prisoner even when guard is present).

In light of the move toward unisex guarding by many departments, the Standard should be revised to strengthen the procedures around this practice. In addition, the independent municipal police departments should consider revising the Standard to include the development of similar procedures for dealing with transgendered prisoners.

RECOMMENDATIONS:

27. Standard E1.7.3 be revised as follows (changes in ***underlined bold italics***):

E1.7.3 Written policy specifies procedures when prisoners are supervised by a staff member of the opposite sex.
Notes: Generally speaking, prisoners should be guarded and monitored by staff members of the same sex when possible. However, in situations when a same sex staff member is not available, written procedures should detail how the guarding and monitoring process is to occur. The purpose of the procedures are to ensure the privacy and dignity of prisoners. This Standard applies to Communication Centre personnel who provide temporary or back-up guarding or monitoring of prisoners.

28. The independent municipal police departments consider revising Standard E1.7.3 to include procedures for supervision of transgendered prisoners.

E1.7.4 Written policy governs prisoners' visitations and describes procedures for registering visitors to the facility and for searching visitors.

Notes: *Prisoners may be permitted visitors consistent with security and operational considerations.*

No revision required.

Table 1 illustrates the overall compliance findings for each Standard by the number of departments.

Suggested Additions to Standard E1

Facility Design

One area where there are presently no Standards or guidelines for the departments is in the design of the detention facilities themselves. Two of the police departments were in the process of designing new detention facilities at the time the detention facility MPE was conducted. Interview results indicate that architects are not always knowledgeable about the unique requirements of designing detention facilities.

The following are a few of the many design issues noticed by the evaluators:

- Booking areas – not all current designs minimize the opportunity for difficult prisoners to create problems, destroy property, or injure themselves or police personnel and maximize the department's ability to monitor the area by a video surveillance system.
- Cells and "hard" interview rooms – not all current designs minimize the opportunity for prisoners to be destructive such as ensuring fire detection devices and sprinkler heads are placed out of reach or are protected in some manner.
- Placement of booking counters and fingerprint and identification rooms – not all designs ensure police personnel are facing the prisoners while performing these functions.
- Feeding and/or conversation openings – not all designs ensure openings are placed to ensure that prisoners cannot easily reach out and strike or grab jail personnel.

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Notes: It is inappropriate for staff to supervise prisoners of the opposite sex. Staff should be advised of procedures to be followed in these cases when the appropriate staff are not available.

Comments: Despite the intent of the Standard, some departments are currently practicing or edging toward unisex guarding - that is, allowing males and females to be guarded and monitored both directly and indirectly by either sex. The courts and Human Rights Commissions, while not definitive in their direction, indicate some forms of unisex guarding is acceptable, although they express concern about the privacy of prisoners.

The impetus to unisex guarding is the cost saving realized when only one guard is required instead of two. In addition, some departments utilize an on-call guard protocol. As a consequence, often a guard has not yet arrived in the facility when a prisoner is first lodged in the facility. In order to observe the prisoner until a guard is present, video monitors have been placed in many Communication Centres and policies often require dispatchers (who could be male or female) to watch the prisoner until a guard arrives (in many departments dispatchers also act as a back up to the guard and continue to monitor the prisoner even when guard is present).

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E1.7.3 Written policy specifies procedures when prisoners are supervised by a staff member of the opposite sex.
Notes: Generally speaking, prisoners should be guarded and monitored by staff members of the same sex when possible. However, in situations when a same sex staff member is not available, written procedures should detail how the guarding and monitoring process is to occur. The purpose of the procedures are to ensure the privacy and dignity of prisoners. This Standard applies to Communication Centre personnel who provide temporary or back-up guarding or monitoring of prisoners.

28. The independent municipal police departments consider revising Standard E1.7.3 to include procedures for supervision of transgendered prisoners.

E1.7.4 Written policy governs prisoners' visitations and describes procedures for registering visitors to the facility and for searching visitors.

Notes: *Prisoners may be permitted visitors consistent with security and operational considerations.*

No revision required.

Table 1 illustrates the overall compliance findings for each Standard by the number of departments.

Suggested Additions to Standard E1

Facility Design

One area where there are presently no Standards or guidelines for the departments is in the design of the detention facilities themselves. Two of the police departments were in the process of designing new detention facilities at the time the detention facility MPE was conducted. Interview results indicate that architects are not always knowledgeable about the unique requirements of designing detention facilities.

The following are a few of the many design issues noticed by the evaluators:

- Booking areas – not all current designs minimize the opportunity for difficult prisoners to create problems, destroy property, or injure themselves or police personnel and maximize the department's ability to monitor the area by a video surveillance system.

- Cells and "hard" interview rooms – not all current designs minimize the opportunity for prisoners to be destructive such as ensuring fire detection devices and sprinkler heads are placed out of reach or are protected in some manner.

- Placement of booking counters and fingerprint and identification rooms – not all designs ensure police personnel are facing the prisoners while performing these functions.

- Feeding and/or conversation openings – not all designs ensure openings are placed to ensure that prisoners cannot easily reach out and strike or grab jail personnel.

The evaluation team recognizes that it would be difficult to standardize the physical specifications of detention facilities; however, it may be feasible to develop a list of desirable features to be considered during the design of new detention facilities.

RECOMMENDATION:

29. The BCAMCP consider developing a list of desirable features for the design of detention facilities.

Guard Training

Job descriptions and training regimens for guards employed by the independent municipal police departments vary significantly. In one department where full-time guards are employed, training is provided off-site by the contractors and additional training is provided in the facility. In other departments, two to three day classroom and facility orientation is provided for new guards. Largely, however, training is provided to new guards by existing guards (or the Head Guard) and mainly involves job shadowing for a few shifts.

Due to the important role that guards play in maintaining the security of the facility and ensuring the safety of the prisoners, the evaluation team recommends that a Standard be developed that articulates the minimum training requirements for guards. Although the tasks performed by the guards vary from department to department (e.g., in some departments guards never have physical contact with the prisoners, whereas in others, the guards are responsible for searching prisoners at booking), training in all aspects of guarding activities can only enhance job performance among guards, regardless of individual job descriptions. Minimum training requirements for guards should include First Responder First Aid, Glasgow Coma Scale knowledge, familiarity with infectious disease protocols, searching techniques and security safeguards.

Almost without exception, interview results from the guards reveal that they would welcome a standardized training regimen. A short course developed by the Justice Institute of British Columbia may be appropriate.

RECOMMENDATION:

30. The BCAMCP consider initiating the development of a standardized training regimen for new guards.

Table 1: Municipal Police Departments
Detention Facility Standards (E1) by Municipal Police Evaluation Finding
n=9*

		Met	Met in Practice not Policy	Met in Policy not Practice	Not Met
Management					
E1.1.1	Position responsible.	7	1	0	1
E1.1.2	Access to facility.	9	0	0	0
Physical Plant					
E1.2.1	Minimum physical conditions.	6	0	0	3
Safety and Sanitation					
E1.3.1	Fire prevention procedures.	7	0	0	2
E1.3.2	Fire protection equipment.	9	0	0	0
E1.3.3	Inspect fire protection equipment.	5	4	0	0
E1.3.4	Posted emergency evacuation plan.	3	0	0	6
E1.3.5	Sanitation inspection.	7	1	0	1
Operations					
E1.4.1	Securing firearms.	8	0	0	1
E1.4.2	Security check of cells.	7	2	0	0
E1.4.3	Security inspection of facility.	6	0	0	3
E1.4.4	Security alarm system.	8	0	0	1
E1.4.5	Video surveillance and recording system.	5	0	0	4
E1.4.6	Escape procedures.	7	0	0	2
E1.4.7	Search, inventory of property.	9	0	0	0
E1.4.8	Booking form.	9	0	0	0
E1.4.9	Young persons detained separately.	8	0	1	0
E1.4.10	Female prisoners detained separately.	7	1	1	0
E1.4.11	Observation of impaired, violent prisoners.	6	2	0	1
E1.4.12	Group arrest procedures.	8	1	0	0
E1.4.13	Return of property.	9	0	0	0
E1.4.14	Facility journal.	3	1	4	1
Medical and Health Care					
E1.5.1	Procedures for medical assistance.	9	0	0	0
E1.5.2	Inspect first aid kit.	3	0	0	6
E1.5.3	Dispensing pharmaceuticals.	8	1	0	0
E1.5.4	Infectious disease procedures.	9	0	0	0
E1.5.5	Questionable consciousness procedures.	6	1	0	2
Police Responsibilities					
E1.6.1	Lawful release.	9	0	0	0
E1.6.2	Confidential access to counsel.	9	0	0	0
E1.6.3	Telephone, legal aid access.	8	0	0	1
E1.6.4	Meals.	9	0	0	0
Supervision					
E1.7.1	Constant monitoring.	9	0	0	0
E1.7.2	Visual checks.	4	0	3	2
E1.7.3	Supervision by staff members of opposite sex.	5	0	0	4
E1.7.4	Prisoner visitation procedures.	8	1	0	0

*Esquimalt and Oak Bay Police Departments are not included in the table because they do not operate detention facilities. Vancouver Police Department is not included in the table because the review of its detention facility has been postponed.

PART 4: SUMMARY

Overall Findings

The MPE of detention facilities revealed that, for the most part, the independent municipal police departments are providing well managed, clean, safe and secure detention facilities for prisoners. Interview and questionnaire results consistently indicated that police managers, police members and guards are cognizant of their duties and responsibilities with respect to the jail and are knowledgeable about the policies and procedures that govern these facilities. Most impressive were comments and attitudes expressed around extending a high level of care and respect to prisoners while they are housed in the facilities.

Of the nine independent police departments subject to the Standards Review (Vancouver was not included in the MPE and Esquimalt and Oak Bay do not operate detention facilities), six met at least 29 of 35 detention facility Standards articulated in Section E1 of *the Provincial Standards for Municipal Police Departments in British Columbia*. The three remaining departments met between 21 and 23 Standards. A large number of the unmet Standards can easily be rectified through revision to written policies and procedures and attention to documentation of detention facility inspections.

Best Practices

The following list represents the processes, activities and equipment considered by the evaluation team to represent best practices around the operation of detention facilities:

- Employing a Head Guard to facilitate the smooth operation of the facility.
- Installing motion detectors and timers for video cameras to ensure that video recording is automatically initiated.
- Providing face shields/spitting hoods for guards and/or police when dealing with violent infectious prisoners.
- Providing some form of immobilization equipment (e.g., *B.O.A.R.D.*, *Wrap*, straightjacket, waist-wrist restraints) to provide additional protection for guards, police and violent or self-destructive prisoners.
- Installing a method for reminding guards to conduct physical visual inspections of the prisoners (i.e., an automatic alarm on the cell monitor).
- Installing Plexiglas cell facing to minimize the opportunity for prisoners to attempt to hang themselves and to prevent them from spitting or throwing debris at guards.
- Installing slip resistant flooring to protect both prisoners and guards from falls.

- Purchasing non-tear blankets to minimize the risk of prisoners using the blankets to attempt suicide.

- Installing tamperproof sprinkler heads to reduce damage caused by destructive prisoners.

- Utilizing holding cells for prisoners who have been searched but not yet booked into the facility to reduce congestion in the booking areas.

- Developing a detailed manual for guards written in practical and directive terminology that gives specific instructions in areas such as security, equipment, and managing health issues.

- Providing bus passes to prisoners upon release who indicate that they have no means of returning home.

Common Problems/Standards Review

Many of the recommendations made in this report concern revising existing Standards to strengthen or clarify the intent of the directives or to fine-tune their original drafting.

The evaluation team considers that there are seven overall areas of concern or common problems experienced by many of the independent municipal police departments (Note: not all problems are experienced by all departments):

- *Visual checks of the prisoners were not conducted properly in five of the nine independent municipal police departments evaluated.* For a number of reasons, including varying interpretations of the phrase "each prisoner be visually checked frequently" (Standard E1.7.2), it is of concern to the evaluation team that more than half of the departments failed to meet the intent of this Standard. The overriding issue with respect to visual checks is that most of the smaller departments are unable to employ full time guards in their detention facilities. Nevertheless, it is the responsibility of the departments to develop procedures that ensure that the Standard is met. A recommendation is made to revise Standard E1.7.2 to require that each prisoner be physically (i.e., not just through a monitor) visually checked at least every 20 minutes.

- *Detention facility inspections are not consistently documented as required by the Standards.* There are a number of Standards that require that specific inspections (including security, sanitation, fire protection equipment, first aid kit) be documented. Although most of these Standards (E1.3.3, E1.4.2, E1.4.3, and E1.5.2) contain a requirement for documentation (with the exception of the oversight in the drafting of Standard E.1.3.5), Standard E1.4.14 contains an overall directive for documentation. To simplify the requirements of the Standards, it is recommended that reference to documentation be removed from Standard E1.4.14. Beyond this drafting recommendation, the evaluation team is concerned about the lack of consistent documentation of detention facility inspections by the departments.

- *Policies and procedures concerning prisoners with infectious diseases are not sufficient.* Interview results reveal that guards and police members experience significant apprehension when dealing with infectious prisoners. The evaluation team recommends that specific methods for handling contaminated body fluids and persons with infectious diseases should be included in Standard E1.5.4 to enhance protection for prison staff and prisoners.

- *Not all guards have received proper training in the evaluation of the level of consciousness of prisoners.* Questionnaire results indicate that less than two-thirds of guards employed in the independent municipal police departments had received training with respect to evaluating the consciousness of prisoners. Of these guards, one-third indicated that they had received this training during a basic first aid course. Due to the important role guards play in recognizing the need for medical assistance for persons in police custody, the evaluation team recommends that all guards be given specific training in these techniques (e.g., the Glasgow Coma Scale).

- *Booking forms are not consistently completed in full.* A review of the booking sheets revealed that in many instances large portions of the form were blank (i.e., missing fields usually included next of kin, scars, marks and tattoos and VISEN). The failure to complete the booking forms fully results in a loss of information that may be of future use to department jailers and police investigators.

- *The quality of first aid kits available varies considerably from department to department.* Due to the current wording of Standard E1.5.2 the departments meet the intent of the Standard if they have a first aid kit, regardless of its contents. To ensure that the departments have enough capability to treat prisoners, the evaluation team recommends that each obtain a first aid kit equivalent or superior to the WCB Basic First Aid Kit.

- *The quality and standard of training for guards varies considerably from department to department.* Results from the interviews, questionnaires and site visits reveal that the development of a standardized training regimen for guards would be a valuable tool for the independent municipal police departments. Due to the important role that guards play in maintaining the security of the detention facilities and ensuring the safety of prisoners, the evaluation team recommends that a Standard be developed that articulates the minimum training requirements for guards. For example, these training requirements could include First Responder First Aid, Glasgow Coma Scale knowledge, among other topics.

What follows are tables outlining the type of recommendations made within this report. These tables are broken down according to whether or not a recommendation was made for modification of a particular Standard and, if so, the type of recommendation put forth (i.e., a mandatory recommendation or a suggested recommendation).

Of the 35 detention facility Standards evaluated during the MPE, only 12 were considered by the evaluation team to not require revision. They are illustrated in Table 2.

Table 2 : Municipal Police Departments
Summary of Standards Not Requiring Revision

Standard E1 - Detention Facilities	
Safety and Sanitation	
E1.3.2	Fire protection equipment.
Operations	
E1.4.4	Security alarm system.
E1.4.6	Escape procedures.
E1.4.9	Young persons detained separately.
E1.4.10	Female prisoners detained separately.
E1.4.13	Return of property.
Medical and Health Care	
E1.5.1	Procedures for medical assistance.
Police Responsibilities	
E1.6.1	Lawful release.
E1.6.2	Confidential access to counsel.
E1.6.3	Telephone, legal aid access.
Supervision	
E1.7.1	Constant monitoring.
E1.7.4	Prisoner visitation procedures.

Of the 23 Standards where a recommendation is made, the evaluation team has designated 13 of the changes to be mandatory. In these instances, the evaluation team was convinced of the need to strengthen the intent and purpose of the Standard by including the requirement that the department *must* revise particular policy and/or procedures or perform a particular activity. Table 3 illustrates these recommendations.

Table 3: Municipal Police Departments
Summary of Standards Requiring Mandatory Revision

Standard E1 - Detention Facilities

		Recommendation
Management		
E1.1.1	Position responsible.	Must identify position with overall responsibility for facility.
Safety and Sanitation		
E1.3.1	Fire prevention procedures.	Fire prevention plan must state procedures; Guards must be familiar with fire fighting equipment.
E1.3.4	Posted emergency evacuation plan.	Evacuation plan must state evacuation route and include first aid and hospital transportation provisions.
E1.3.5	Sanitation inspection.	Must identify position responsible for sanitation inspection.
Operations		
E1.4.2	Security check of cells.	Must identify position responsible for security check.
E1.4.3	Security inspection of facility.	Must identify position responsible for security inspection.
E1.4.11	Observation of impaired, violent prisoners.	These prisoners must remain under close observation; policy must address conditions for immobilization to be authorized.
E1.4.12	Group arrest procedures.	Policy must identify the facility's maximum capacity and must address other related procedures.
Medical and Health Care		
E1.5.2	Inspect first aid kit.	WCB Basic First Aid Kit suggested. Policy must identify position responsible for inspection and replenishment.
E1.5.3	Dispensing pharmaceuticals.	Policy must state that pharamaceuticals are only given with appropriate medical authorization.
E1.5.4	Infectious disease procedures.	Facility must maintain detailed procedures for dealing with infectious diseases.
E1.5.5	Questionable consciousness procedures.	Guards must be trained in assessing level of consciousness.
Supervision		
E1.7.2	Visual checks.	Prisoners must be physically visually checked at least every 20 minutes.

In addition to the mandatory recommendations around the Standards, the evaluation team also *suggests* revisions for the remaining 10 Standards and suggests that the BCAMCP consider the addition of two new Standards. Moreover, recommendations are made with respect to the best practices identified during the MPE. The evaluation team believes the Standards would be strengthened by the suggested modifications to the Standards as well as the adoption of the applicable best practices. However, discretion to implement these changes rests with the BCAMCP and the independent municipal police departments. These recommendations are illustrated in Table 4.

Table 4 : Municipal Police Departments
Summary of Suggested Revisions

		Recommendation
Standard E1 - Detention Facilities		
Management		
E1.1.2	Access to facility.	Should identify position to authorize access to facility.
Physical Plant		
E1.2.1	Minimum physical conditions.	Eliminate requirement for air circulation to meet health standards.
Safety and Sanitation		
E1.3.3	Inspect fire protection equipment.	Fire protection equipment inspected at least annually.
Operations		
E1.4.1	Securing firearms.	BCAMCP consider revising to include other types of weapons.
E1.4.5	Video surveillance and recording system.	Video surveillance to cover all of booking areas.
E1.4.7	Search, inventory of property.	Should specify and document items retained by prisoners.
E1.4.8	Booking form.	Municipal depts. consider developing procedures to ensure booking forms are properly completed.
E1.4.14	Facility journal.	Requirement for detention facility inspections recorded in this journal is deleted (is covered in other Standards). Recommended that the journal be stored for 10 years.
Police Responsibilities		
E1.6.4	Meals.	Department to take reasonable steps to provide alternative
Supervision		
E1.7.3	Supervision by staff members of opposite sex.	Written procedures for supervision by staff members of opp. sex should detail how guarding and monitoring occurs. BCAMCP consider procedures for transgendered persons.
Additions to Standard E1		
	Facility Design	BCAMCP consider developing a list of desirable features for the design of detention facilities.
	Standardized Training Regimen	The BCAMCP consider initiating the development of a standardized training regimen for new guards.
Best Practices		
	Head Guard	Where feasible, municipal police departments consider employing a Head Guard.
	Motion Detectors	Where feasible, municipal police departments consider installing motion detectors/timers to their video surveillance system, primarily in the sallyport and the booking areas.
	Face Shields/Spitting Hoods	Where feasible, municipal police departments equip their detention facilities with face shields/spitting hoods.
	Immobilization Apparatus	Where feasible, municipal police departments equip their detention facilities with immobilization apparatus.

Final Recommendation

As previously stated, the overall purposes of this report are to provide the findings of the Municipal Police Evaluation of detention facilities and to make recommendations for consideration to the British Columbia Association of Municipal Chiefs. As such, in light of the above findings, the evaluation team recommends that:

31. The BCAMCP strike a subcommittee to adopt and implement the recommendations contained in this document, *Municipal Police Evaluation: Detention Facilities, Provincial Profile Report*, within a specified period of time.

Appendix A contains a summary of the recommendations put forth in this report.

APPENDIX A

SUMMARY OF RECOMMENDATIONS

MUNICIPAL POLICE EVALUATION:

DETENTION FACILITIES

BRITISH
COLUMBIA

Ministry of Public Safety and Solicitor General
Public Safety and Regulatory Branch
Police Services Division

Municipal Police Evaluation: Detention Facilities
Provincial Profile Report Recommendations

1. Where feasible, those independent municipal police departments that do not currently utilize the Head Guard system consider employing a Head Guard.

2. Where feasible, those independent municipal police departments that rely on manual activation of video recording consider installing motion detectors and timers to some aspects of their video surveillance system, primarily in the sallyport and the booking areas.

3. Where feasible, those individual municipal police departments that do not already have face shields/spitting hoods, equip their detention facilities with these items to provide additional protection for guards and police members.

4. Where feasible, those individual municipal police departments that do not already have immobilization apparatus equip their detention facilities with these devices to provide additional protection for prisoners, guards and police.

5. Standard E1.1.1 be revised as follows:

E1.1.1 Written policy must identify one position within the department with overall responsibility for the operation and maintenance of the detention facility.

Notes: The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.

6. Standard E1.1.2 be revised as follows:

E1.1.2 Written policy and procedures govern access of persons to the detention facility.

Notes: Policy should address access to the facility by police, counsel, family and others. Policy should identify one position (e.g., Shift Supervisor) within the department who is responsible for authorizing access to the detention facility.

7. Standard E1.2.1 be revised as follows:

E.1.2.1 Detention facilities provide the following minimum conditions for prisoners:
- sufficient lighting;
- sufficient circulation of air; in accordance with local public health standards;
- access to a toilet, wash basin or shower, and drinking water; and
- a bed and bedding for each prisoner held in excess of eight hours.

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

8. Standard E1.3.1 be revised as follows:

E1.3.1 Written policy describes fire prevention practices and procedures for the detention facility.

Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan must state the appropriate procedures for the prevention and prompt control of fire.

9. Standard E.1.3.3 be revised as follows:

E1.3.3 Written policy requires the documented inspection and testing of fire protection equipment annually or sooner if required by the manufacturer.

Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

10. Standard E1.3.4 be revised as follows:

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan must specify route of evacuation and subsequent disposition and housing of prisoners. The plan must also include provisions for first aid and hospital transportation.

11. Standard E.1.3.5 be revised as follows:

E1.3.5 Written policy requires a weekly documented sanitation inspection of the facility.

Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions. Policy must state which position within the department is responsible for the sanitation inspection.

12. The independent municipal police departments consider revising Standard E1.4.1 to include other types of weapons in addition to firearms.

13. Standard E1.4.2 be revised as follows:

E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

Notes: Policy must state which position within the department is responsible for the security check.

14. Standard E1.4.3 be revised as follows:

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the detention facility at least weekly.

Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles. Policy must state which position within the department is responsible for the security inspection.

15. Standard E1.4.3 be revised as follows:

E1.4.5 The detention facility has a video surveillance and recording system that covers the entire prisoner booking area.

Notes: The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.

16. Standard E1.4.7 be revised as follows:

E1.4.7 Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.

Notes: The policy should specify and ensure documentation of those items retained by prisoners that are usually taken.

17. The independent municipal police departments consider implementing one or more of the following suggested solutions to ensure that booking sheets are properly completed:

- Supervisors comprehensively review booking sheets on a more frequent basis;
- Departments revise computer booking systems to enforce mandatory completion of specific fields;
- Departments take steps to ensure that members realize the benefit of information contained in the booking forms.

18. Standard E1.4.11 be revised as follows:

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners must remain under close observation by facility staff, or referred for appropriate medical treatment. In situations where the department determines that a prisoner must be immobilized for his/her or another person's safety, the policy must address the conditions for the action to be taken, who may authorize it, and where appropriate, offer guidelines as to its application.

19. Standard E1.4.12 be revised as follows:

E1.4.12 Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.

Notes: The policy must identify the detention facility's maximum capacity and must address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

20. Standard E1.4.14 be revised as follows:

E1.4.14 Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded in addition to all detention facility inspections required by these standards. Written policy requires that the journal be stored in a safe location and be available for reference for up to 10 years.

Notes: The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.

21. Standard E1.5.2 be revised as follows:

E1.5.2 A first aid kit equivalent to or superior to the WCB Basic First Aid Kit is available in the detention facility, and is subject to a documented weekly inspection and replenished as soon as possible by a trained first aid provider.

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies. Policy must state which position within the department is responsible for the inspection and replenishment of the first aid kit.

22. Standard E1.5.3 be revised as follows:

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.

Notes: Policy must clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

23. Standard E1.5.4 be revised as follows:

E1.5.4 Written policy establishes procedures to be followed when a prisoner has an infectious disease.

Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk. The detention facility must maintain detailed procedures for dealing with infectious diseases with respect to: 1) handling and segregating the prisoner; 2) preventing the further use of the cell and any equipment or items that may have come in contact with an infected person until they are properly disinfected; 3) the safe and proper disinfecting of cells and equipment; and, 4) any action required should any detention facility employee be exposed to bodily fluids or airborne particulates.

24. Standard E1.5.5 be revised as follows:

E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.

Notes: The intent of the standard is that prisoners receive appropriate medical attention. Policy must ensure that guards are trained in assessing the level of consciousness of prisoners, e.g., training in the use of the Glasgow Coma Scale.

25. Standard E1.6.4 to be revised as follows:

E1.6.4 Three meals are provided to all prisoners in the facility during each 24 hour period.

Notes: No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated. When requested for religious or medical reasons, the department should take all reasonable steps to provide an alternative dietary regimen for the prisoner.

26. Standard E1.7.2 be revised as follows:

E1.7.2 Written policy requires that each prisoner be physically visually checked at least every 20 minutes by department staff. Each prisoner is to be physically visually checked during the times that the prisoner may be alone in the facility (i.e., during the time lag between when a guard is called out and his/her arrival, during guard coffee and lunch breaks).

Notes: Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the purpose of this standard, a visual check does not include video surveillance.

27. Standard E1.7.3 be revised as follows:

E1.7.3 Written policy specifies procedures when prisoners are supervised by a staff member of the opposite sex.

Notes: Generally speaking, prisoners should be guarded and monitored by staff members of the same sex when possible. However, in situations when a same sex staff member is not available, written procedures should detail how the guarding and monitoring process is to occur. The purpose of the procedures is to ensure the privacy and dignity of prisoners. This Standard applies to Communication Centre personnel who provide temporary or back-up guarding or monitoring of prisoners.

28. The independent municipal police departments consider revising Standard E1.7.3 to include procedures for supervision of transgendered prisoners.

29. The BCAMCP consider developing a list of desirable features for the design of detention facilities.

30. The BCAMCP consider initiating the development of a standardized training regimen for new guards.

31. The BCAMCP strike a subcommittee to adopt and implement the recommendations contained in this document, Municipal Police Evaluation: Detention Facilities, Provincial Profile Report, within a specified period of time.

APPENDIX B

MUNICIPAL POLICE EVALUATION:

ABBOTSFORD POLICE DEPARTMENT DETENTION FACILITIES

BRITISH
COLUMBIA

Ministry of Public Safety and Solicitor General
Public Safety and Regulatory Branch
Police Services Division

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Part 1: Introduction

Municipal Police Evaluations (MPE)

Prior to 1998, inspection of the independent municipal police departments was within the mandate of the BC Police Commission (BCPC). The BCPC inspections (commonly known as audits) comprised two components: compliance with standards of policing, and a comprehensive examination of the department environment including such areas as departmental morale and management skills and style. Compliance with standards of policing was facilitated by the adoption of provincial policing standards in 1992. The BCPC published these standards in the document entitled, *Provincial Standards for Municipal Police Departments in British Columbia* (hereafter referred to as the Standards). The Standards evolved from a joint venture between the BCPC and the British Columbia Association of Municipal Chiefs of Police. The stated purpose of the Standards is to "identify minimum acceptable standards for police, facilitating uniform policing standards among departments in the province, benefiting both the police and the public."[1]

In July, 1998, following the dissolution of the BCPC, Police Services Division (PSD), Public Safety and Regulatory Branch, assumed responsibility for inspection of the 12 independent municipal police departments. The mandate was codified in s.40(1)(a) of the Police Act (R.S.B.C. 1998) as follows:

40 (1) …the director <*of Police Services Division*> has the following functions:
  (a) to inspect and report on the quality and standard of policing and law enforcement services including but not limited to:
    (i) inspecting policing and law enforcement operations and procedures,
    (ii) evaluating programs for
      (a) training persons who intend to become police officers
      (b) training officers
      (c) re-training officers, and
      (d) training officers who are eligible for advanced training and
    (iii) evaluating standards of policing and law enforcement.

PSD took an opportunity to revisit the BCPC municipal police department audit procedure following receipt of responsibility for these inspections. BCPC audit procedures had not been revised for many years, and municipal police chiefs had expressed concerns around the usefulness of these procedures. A review of the BCPC audit process, undertaken during 1999, involved extensive consultation with municipal police departments. A new model for conducting inspections of the 12 independent municipal police departments was implemented during 2000. To distinguish the new model from the previous BCPC audits, the process is referred to as Municipal Police Evaluations (MPEs).

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[1] *The Provincial Standards for Municipal Police Departments in British Columbia, BCPC page 9.*

The fundamental principles underlying the MPE model are:

- The Municipal Police Evaluation process reflects the statutory mandate of the Director of Police Services Division to ensure the delivery of adequate policing services in the province.
- Evaluating police services is a collaborative effort between municipal police departments and Police Services Division.
- Police Services Division assumes a lead role in the Municipal Police Evaluation process.
- The Municipal Police Evaluation process protects the fundamental values of policing including the independence of policing and its arm's length relationship with government.
- The Municipal Police Evaluation model limits the autonomy of the evaluation team.

The most fundamental procedural difference between the BCPC audit process and the new MPE model is the scope of each review. Under the BCPC process, all aspects of one municipal department were reviewed extensively and a report was produced that dealt exclusively with that department. Each year, generally two to three BCPC audits were completed; consequently, four to six years could elapse between audits for each municipal police departments. In contrast, under the new MPE process, one aspect of policing is reviewed at all twelve municipal departments during each evaluation. The scope of the evaluation is narrowed so that all departments can participate in each review. In short, one aspect of policing is chosen for the evaluation (e.g., detention facilities), and the evaluation is conducted across all municipal police departments during the same time period. Similar to the BCPC audits, it is anticipated that two to three MPEs will be conducted in the province each year.

The MPE model comprises two types of evaluation:

- Compliance of municipal police departments with specific *Provincial Standards for Municipal Police Departments in British Columbia*. For example, compliance to Standards concerning detention facilities; and
- Specific program/policy review. For example, review of Emergency Response Team programs. As a specific program/policy is evaluated, Standards associated with the program/policy will also be reviewed and verified.[2]

MPE topics are selected each year following a consultative process between the MPE Working Committee (comprised of representatives from municipal police departments and

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[2] PSD proposes to conduct a review of provincial policing standards as a separate project during 2001-2002. In the meantime, as the new model is implemented, compliance with existing associated provincial standards will be undertaken as stated in the model.

PSD staff) and the MPE Steering Committee (membership includes three municipal Chiefs of Police, a representative from the BC Association of Police Boards, and the Director of Police Services).

Methodology

There are twelve independent municipal police departments in British Columbia: Abbotsford, Central Saanich, Delta, Esquimalt, Nelson, New Westminster, Oak Bay, Port Moody, Saanich, Vancouver, Victoria and West Vancouver. Eleven of these were included in the MPE of detention facilities. The evaluation of the Vancouver Police Department's (VPD) detention facilities was deferred.

Four evaluation tools were used to conduct the evaluation: questionnaires, interviews, a review of written policy and procedures, and a physical inspection of the facility. All of these tools were developed through consultation with police representatives, a review of the *Provincial Standards for Municipal Police Departments in British Columbia,* and a review of the detention facilities' portion of previous audits. For each department, a contact person was chosen to facilitate communication between the department and PSD.

For a more detailed discussion of methodology, please see pages 11 through 16 of the *Provincial Profile Report.*

In Part 2 of this report, the results for your department are discussed. Included in the report are a brief discussion of the MPE process at your department, a department description, the findings of the Standards review, and a summary of findings.

PART 2: FINDINGS

MPE Process at the Abbotsford Police Department

The evaluation team conducted the site visit at the Abbotsford Police Department in July 2000 over a three-day period. Sixteen interviews were conducted, including five with police managers, seven with police constables and four with jail guards.

Overall, 87 questionnaires were sent to the department prior to the evaluation team's site visit. Of these, 51% were returned. The response rate for guards was considerably higher than patrol officers (90% for guards vs. 45% for patrol officers).

The Abbotsford Police Department

In 1995, the municipalities of Matsqui and Abbotsford were amalgamated. As a result, the Abbotsford Municipal RCMP detachment and the Matsqui Police Department were formed into an independent police force renamed the Abbotsford Police Department. Data included in this report for the years prior to the amalgamation combine both jurisdictions.

Abbotsford's 1999 population was 114,285 persons. The department had an authorized strength of 138 police officers in 1999 and operated with 133 officers during that year.

In 1999, there were 10,502 Criminal Code offences reported to police in Abbotsford. This represents a decrease of 6% over 1998. In the ten-year period between 1990 and 1999, the number of reported criminal offences fluctuated somewhat, increasing by 31% between 1990 and 1996, before beginning a steady decline. Abbotsford's 1999 crime rate was 92 offences per 1,000 population, the lowest reported in over 10 years.

The Abbotsford Police Department Detention Facility

The detention facility is located on the bottom floor of the Abbotsford Police Department building. There are 13 cells in the detention facility: six in the male cell area, three in the female cell area, three in the young offender cell area, and one holding cell/drunk tank. All cells are of solid construction (no bars) with solid doors except for a small opening that has bars with Plexiglas on the inside. The Plexiglas has an opening to facilitate the passing of meals, other material and conversation.

The facility comprises a booking area in one corner. Three corridors or wings run directly off the booking area, one containing the young offender cells and the holding cell, another the female cells and the last the male cells. The telephone, showers, storage, kitchen, fingerprint room, BTA room, prisoner effects storage, guard lockers and two interview rooms are located at the beginning of each wing nearest the booking area. Prisoner meals are prepared by the guards and consist primarily of microwaveable foods.
The facility can be entered via three access points:

- Through a corridor in the main area of the building that leads directly into the corridor containing the male cells. This access point is used only as an emergency exit.
- Through a corridor in the main area of the building that leads into the booking area. This access point is used as the main entrance and is card and key accessed.
- Through the secure bay, leading directly into the booking area.

There are two secure bays. Although both can be used, the second also functions as a storage area for the Identification Section.

Staff consists of one Head Guard, permanent part time guards and on-call part time guards. Training consists of on the job instruction and working with a regular guard for a few days. A senior guard has developed a training package to assist in and direct the training.

In the five-year period 1995 to 1999, an average of 3,545 persons per year were detained in the Abbotsford detention facility. In 1999, 3,374 persons were detained, a decrease of 8% from 1995.

Standards Review

Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia* sets out the Standards for detention facilities. These Standards comprise the basis of this evaluation. The results of the questionnaires, interviews, policy and procedure review, and physical inspection have been incorporated into the discussion below. Each Standard is set out and followed by the findings and recommendations where appropriate.

For each Standard, four findings are possible. These include:

Standard Met – the department meets the provincial Standard both in written policy (where required) and in practice. No departmental action required.

Standard Met in Practice (Not Met in Policy) – although the written policy is lacking (either insufficient to meet the Standard or absent from the documentation provided to the evaluation team), the review reveals that the department is meeting the Standard in the day-to-day activities of the detention facility. Generally, this finding requires that the department revise written policy.

Standard Not Met in Practice (Met in Policy) – although the written policy is sufficient to meet the requirements of the Standard, the review reveals that the department does not meet the intent of the Standard in the day-to-day activities of the detention facility. This is a more significant finding than a finding that a particular Standard is met in practice (but not in policy) because it indicates that the department is deficient in fulfilling the intent of the Standard. Generally, this finding requires that the department revise current practice.

Standard Not Met – This finding indicates that the department does not meet the Standard in written policy (where required) or in current practice. This finding requires the department to provide written policy (where required) and ensure current practice meets the intent of the Standard.

Where a Standard is not met (for any reason), this finding will be followed by a recommendation for resolution.

On occasion, a recommendation may be made even if a particular Standard is met both in policy and practice. In these recommendations, departments are asked to *consider* taking a particular action.

E1.1 MANAGEMENT

E1.1.1 Written policy establishes responsibility for the operation and maintenance of the detention facility.

***Notes:** The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.*

Abbotsford Police Department Reference: Policy II.I.30 (24), (28)

FINDING: STANDARD MET*

Comments: Policy states that the on-duty Station Commander is responsible for the care and custody of the prisoners. The Detention Facility Supervisor is accountable to the Station Commander and is responsible for the safe custody of the prisoners. The department's organization chart indicates the Records Sergeant is directly responsible and accountable administratively through the Inspector i/c Support Services Branch.

* There is no written policy that sets out overall responsibility for the operation and maintenance of the facility. Moreover, the interview results revealed some confusion among interviewees with respect to these functions.

RECOMMENDATION:

1. The Abbotsford Police Department *consider* revising written policy to clearly identify the position within the department with overall responsibility for the operation and maintenance of the detention facility, as per Standard E1.1.1.

E1.1.2 Written policy governs access of persons to the detention facility.

***Notes:** Policy should address access to the facility by police, counsel, family and others.*

Standard Not Met – This finding indicates that the department does not meet the Standard in written policy (where required) or in current practice. This finding requires the department to provide written policy (where required) and ensure current practice meets the intent of the Standard.

Where a Standard is not met (for any reason), this finding will be followed by a recommendation for resolution.

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E1.1.2 Written policy governs access of persons to the detention facility.

***Notes:** Policy should address access to the facility by police, counsel, family and others.*

Abbotsford Police Department Reference: Policy II.I.20 (2), Policy II.I.30 (15)

FINDING: STANDARD MET

Comments: Policy sets out how police officers will gain access to the jail and, with the exception of Crown counsel, no other visitors are permitted. Crown counsel may visit at a reasonable time with the approval of the Station Commander, providing there are no security concerns.

E1.2 PHYSICAL PLANT

E1.2.1 Detention facilities provide the following minimum conditions for prisoners:

- **sufficient lighting;**
- **circulation of air in accordance with local public health standards;**
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding for each prisoner held in excess of eight hours.**

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

Abbotsford Police Department Reference: Policy II.I.30 (13)

FINDING: STANDARD NOT MET

Comments: The Abbotsford detention facility meets the intent of this Standard with the exception of sufficient air circulation. The physical inspection of the facility revealed that the circulation of air is not adequate. There are two air intake blowers in the facility, one in the booking area and one at the end of the corridor that houses the male prisoners. Each cell has an exhaust vent; however, the cells and cell doors are of solid construction and the doors have a grill that is almost completely covered by Plexiglas stifling air circulation. Staff and prisoners often complain of the excessive heat or cold as a result of the lack of air circulation. The department is aware of the situation, as it has apparently existed since the building was renovated in 1995. The department advises that they are working on the problem with the city's engineering and maintenance staff.

The detention level has one level of lighting and it is sufficient. Each cell has a combined one-unit, stainless steel, anti-suicide type toilet, wash basin and drinking fountain. The cells have a small cement wall that rises at a 45-degree angle from the floor at the front side of the toilet to the wall to which it is secured. The wall blocks the view from the door and, in some cases, the camera. It enables the prisoner to hide items and therefore requires extra vigilance.

All prisoners receive a blanket and mattress. The facility has two anti-tear, anti-suicide blankets for self-destructive prisoners. Showers are available. Approval of the Station Commander must be obtained prior to providing dangerous prisoners with a shower.

RECOMMENDATION:

2. The Abbotsford Police Department take reasonable steps to ensure that the circulation of air meets Standard E1.2.1.

E1.3 SAFETY AND SANITATION

E1.3.1 Written policy describes fire prevention practices and procedures for the detention facility.

***Notes:** The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire.*

Abbotsford Police Department Reference: Policy II.I.40 (2-9)

FINDING: STANDARD MET

Comments: Policy requires the guard to be aware of potential fire hazards. The Station Commander is to conduct quarterly fire drills and the guard is to ensure that the exits are clear for evacuation. In an emergency, the guard is to notify the Communication Centre and request the assistance of the Station Commander and any other officers necessary. The guard is also the First Floor Fire Warden. This designation should not be a problem as long as the role does not conflict with the guard's immediate responsibility to the prisoners during an emergency.

E1.3.2 The type and location of fire protection equipment is approved in writing by provincial or local fire officials.

***Notes:** The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.*

Abbotsford Police Department Reference: Written policy not required.

FINDING: STANDARD MET

Comments: The department's most recent fire safety inspection was conducted June 12, 2000. The type and location of equipment was satisfactory with the exception of the finding that the door that leads from the jail to the hallway opens the wrong way.

Abbotsford Police Department Reference: Policy II.I.20 (2), Policy II.I.30 (15)

FINDING: STANDARD MET

Comments: Policy sets out how police officers will gain access to the jail and, with the exception of Crown counsel, no other visitors are permitted. Crown counsel may visit at a reasonable time with the approval of the Station Commander, providing there are no security concerns.

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- **circulation of air in accordance with local public health standards;**
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding for each prisoner held in excess of eight hours.**

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

Abbotsford Police Department Reference: Policy II.I.30 (13)

FINDING: STANDARD NOT MET

Comments: The Abbotsford detention facility meets the intent of this Standard with the exception of sufficient air circulation. The physical inspection of the facility revealed that the circulation of air is not adequate. There are two air intake blowers in the facility, one in the booking area and one at the end of the corridor that houses the male prisoners. Each cell has an exhaust vent; however, the cells and cell doors are of solid construction and the doors have a grill that is almost completely covered by Plexiglas stifling air circulation. Staff and prisoners often complain of the excessive heat or cold as a result of the lack of air circulation. The department is aware of the situation, as it has apparently existed since the building was renovated in 1995. The department advises that they are working on the problem with the city's engineering and maintenance staff.

The detention level has one level of lighting and it is sufficient. Each cell has a combined one-unit, stainless steel, anti-suicide type toilet, wash basin and drinking fountain. The cells have a small cement wall that rises at a 45-degree angle from the floor at the front side of the toilet to the wall to which it is secured. The wall blocks the view from the door and, in some cases, the camera. It enables the prisoner to hide items and therefore requires extra vigilance.

All prisoners receive a blanket and mattress. The facility has two anti-tear, anti-suicide blankets for self-destructive prisoners. Showers are available. Approval of the Station Commander must be obtained prior to providing dangerous prisoners with a shower.

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E1.3.1 Written policy describes fire prevention practices and procedures for the detention facility.

Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire.

Abbotsford Police Department Reference: Policy II.I.40 (2-9)

FINDING: STANDARD MET

Comments: Policy requires the guard to be aware of potential fire hazards. The Station Commander is to conduct quarterly fire drills and the guard is to ensure that the exits are clear for evacuation. In an emergency, the guard is to notify the Communication Centre and request the assistance of the Station Commander and any other officers necessary. The guard is also the First Floor Fire Warden. This designation should not be a problem as long as the role does not conflict with the guard's immediate responsibility to the prisoners during an emergency.

E1.3.2 The type and location of fire protection equipment is approved in writing by provincial or local fire officials.

Notes: The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

Abbotsford Police Department Reference: Written policy not required.

FINDING: STANDARD MET

Comments: The department's most recent fire safety inspection was conducted June 12, 2000. The type and location of equipment was satisfactory with the exception of the finding that the door that leads from the jail to the hallway opens the wrong way.

Each cell has a smoke detector (they are well out of reach of the prisoners) and each hallway has a combination smoke and heat detector. If the detectors set off the alarm, the Communication Centre must phone the fire department.

There is one "ABC" type fire extinguisher in a lockable glass case in the booking area and one fire hose in a closet just off the booking area.

E1.3.3 Written policy requires the documented inspection and testing of fire protection equipment in accordance with documented applicable regulations and legislation.

Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

Abbotsford Police Department Reference: Policy II.I.20 (9-13), Policy II.I.40 (2-9)

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: Although the fire department does inspect the facility annually, the department's fire safety plan does not mention any testing or inspection of equipment. Abbotsford's written policy dealing with inspections refers to the *Provincial Standards for Municipal Police Departments in British Columbia* and requires an inspection to be made by the Detention Facility Supervisor daily, the Station Commander on every block of duty, and the OIC Support Services every three months. However, the written policy does not specify the types of inspections required (a number of inspections are required by the Standards) nor is it specific as to what is to be accomplished or action to be taken if the inspection shows a problem. Written policy also requires that the inspections be documented in the Detention Activity Log.

The evaluation revealed that although the intent of this Standard is met in practice (i.e., the fire department does inspect the facility annually), there are fundamental deficits in the written policy. Moreover, a review of the Detention Activity Log did not indicate that fire inspections were documented.

RECOMMENDATION:

3. The Abbotsford Police Department develop written policy that specifically addresses each type of inspection required by the *Provincial Standards for Municipal Police Departments in British Columbia* including the inspection and testing of fire protection equipment, as per Standard E1.3.3.

See Recommendation #11 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

Abbotsford Police Department Reference: Policy II.I.40 (2-9)

FINDING: STANDARD NOT MET

Comments: There is no emergency evacuation plan posted in the detention facility. A fire plan described in policy does require that fire drills be conducted quarterly by the Station Commander (although there is no requirement that the drills be documented or that any problems be corrected) and that prisoners are to be assembled in secure areas or vehicles outside the building. The plan does not mention provisions for first aid or hospital transportation, but does state that prisoners are to be transported to a surrounding area municipal lock-up.

The facility has three exits, two of which have lit exit signs. These two exits both lead to corridors in the main building area that in turn lead to an outside door. The other exit leads outside through the sallyport.

RECOMMENDATION:

4. The Abbotsford Police Department post the emergency evacuation plan, as per Standard E1.3.4.

E1.3.5 Written policy requires a sanitation inspection of the facility.

Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions.

Abbotsford Police Department Reference: Policy II.I.20 (9-13)

FINDING: STANDARD NOT MET

Comments: Similar to comments provided for Standard E1.3.3, the written policy aspect of this Standard is not met because Abbotsford's written policy does not specify the types of inspections required. More importantly, however, the interview findings revealed that it is not clear whether or not specific sanitation inspections of the detention facility are taking place.

RECOMMENDATION:

Each cell has a smoke detector (they are well out of reach of the prisoners) and each hallway has a combination smoke and heat detector. If the detectors set off the alarm, the Communication Centre must phone the fire department.

There is one "ABC" type fire extinguisher in a lockable glass case in the booking area and one fire hose in a closet just off the booking area.

E1.3.3 Written policy requires the documented inspection and testing of fire protection equipment in accordance with documented applicable regulations and legislation.

Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

Abbotsford Police Department Reference: Policy II.I.20 (9-13), Policy II.I.40 (2-9)

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: Although the fire department does inspect the facility annually, the department's fire safety plan does not mention any testing or inspection of equipment. Abbotsford's written policy dealing with inspections refers to the *Provincial Standards for Municipal Police Departments in British Columbia* and requires an inspection to be made by the Detention Facility Supervisor daily, the Station Commander on every block of duty, and the OIC Support Services every three months. However, the written policy does not specify the types of inspections required (a number of inspections are required by the Standards) nor is it specific as to what is to be accomplished or action to be taken if the inspection shows a problem. Written policy also requires that the inspections be documented in the Detention Activity Log.

The evaluation revealed that although the intent of this Standard is met in practice (i.e., the fire department does inspect the facility annually), there are fundamental deficits in the written policy. Moreover, a review of the Detention Activity Log did not indicate that fire inspections were documented.

RECOMMENDATION:

3. The Abbotsford Police Department develop written policy that specifically addresses each type of inspection required by the *Provincial Standards for Municipal Police Departments in British Columbia* including the inspection and testing of fire protection equipment, as per Standard E1.3.3.

See Recommendation #11 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

Abbotsford Police Department Reference: Policy II.I.40 (2-9)

FINDING: STANDARD NOT MET

Comments: There is no emergency evacuation plan posted in the detention facility. A fire plan described in policy does require that fire drills be conducted quarterly by the Station Commander (although there is no requirement that the drills be documented or that any problems be corrected) and that prisoners are to be assembled in secure areas or vehicles outside the building. The plan does not mention provisions for first aid or hospital transportation, but does state that prisoners are to be transported to a surrounding area municipal lock-up.

The facility has three exits, two of which have lit exit signs. These two exits both lead to corridors in the main building area that in turn lead to an outside door. The other exit leads outside through the sallyport.

RECOMMENDATION:

4. The Abbotsford Police Department post the emergency evacuation plan, as per Standard E1.3.4.

E1.3.5 Written policy requires a sanitation inspection of the facility.

Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions.

Abbotsford Police Department Reference: Policy II.I.20 (9-13)

FINDING: STANDARD NOT MET

Comments: Similar to comments provided for Standard E1.3.3, the written policy aspect of this Standard is not met because Abbotsford's written policy does not specify the types of inspections required. More importantly, however, the interview findings revealed that it is not clear whether or not specific sanitation inspections of the detention facility are taking place.

RECOMMENDATION:

5. The Abbotsford Police Department develop written policy that specifically addresses each type of inspection required by the *Provincial Standards for Municipal Police Departments in British Columbia* including sanitation inspections, as per Standard E1.3.5.

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: Exceptions to the standard may be made in emergency situations.

Abbotsford Police Department Reference: Policy II.I.20 (3)

FINDING: STANDARD MET

Comments: Policy requires firearms to be secured in firearm receptacles at the facility entrances. Four lockable gun cabinets are positioned in the sallyport and the main entrance.

E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

Notes: The policy should indicate who is responsible for making this security check.

Abbotsford Police Department Reference: Policy II.I.30 (37)

FINDING: STANDARD MET*

Comments: Policy requires an inspection of the cells by the detention staff prior to and after occupation by a prisoner. Policy does not specifically state that the search include a search for weapons; however, it does state that the reason for the search is to determine whether "a previous cell occupant has left anything behind that was not found during the initial search and booking in procedures." Notably, there is no indication that the inspections are being documented.

* It is important to note that questionnaire results indicated that patrol officers were somewhat confused as to who was responsible for conducting the security checks of unoccupied cells. Some patrol officers (20%) were of the opinion that responsibility lay with the patrol officers. Moreover, almost 30% of patrol officers stated that they did not know who was responsible for conducting security checks. Nevertheless, it appeared during the interview process that security checks of the cells were conducted (as per written policy) by the guards.

RECOMMENDATION:

6. The Abbotsford Police Department *consider* reminding patrol officers of the content and intent of Standard E1.4.2.

See Recommendation #11 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.

Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

Abbotsford Police Department Reference: Policy II.I.20 (9-13)

FINDING: STANDARD NOT MET

Comments: Similar to comments provided for Standards E1.3.3 and E1.3.5, the written policy aspect of this Standard is not met because Abbotsford's written policy does not specify the types of inspections required. More importantly, however, the interview findings revealed that it is not clear whether or not specific weekly security inspections of the detention facility are taking place. (A review of the facility log did not indicate any documentation of such inspections).

RECOMMENDATION:

7. The Abbotsford Police Department develop written policy that specifically addresses each type of inspection required by the *Provincial Standards for Municipal Police Departments in British Columbia* including weekly security inspections, as per Standard E1.4.3.

See Recommendation #11 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.4.4 There is a security alarm system linked to a designated control point.

Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

Abbotsford Police Department Reference: Policy II.I.30 (38)

FINDING: STANDARD MET*

Comments: The department provides guards with a portable radio for emergency communications. The radio has a small red button that when pressed sends a tone over

5. The Abbotsford Police Department develop written policy that specifically addresses each type of inspection required by the *Provincial Standards for Municipal Police Departments in British Columbia* including sanitation inspections, as per Standard E1.3.5.

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: Exceptions to the standard may be made in emergency situations.

Abbotsford Police Department Reference: Policy II.I.20 (3)

FINDING: STANDARD MET

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Abbotsford Police Department Reference: Policy II.I.20 (9-13)

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E1.4.4 There is a security alarm system linked to a designated control point.

Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

Abbotsford Police Department Reference: Policy II.I.30 (38)

FINDING: STANDARD MET*

Comments: The department provides guards with a portable radio for emergency communications. The radio has a small red button that when pressed sends a tone over the air to indicate an emergency in the jail. The Communication Centre staff notify the Watch Commander in the event of an emergency.

*During interviews it became apparent that concerns existed with regard to the use of the portable radio as an emergency alarm. First, the portable radio cannot override transmissions from patrol car radios; consequently, some requests for help may take additional time. Second, the radio is cumbersome and is not carried by guards at all times; consequently, it may not be available in an emergency situation. Finally, the red emergency button is very small and may be difficult to press in a crisis situation. The department is aware of these concerns and is currently looking into the situation.

E1.4.5 There is a video surveillance and recording system for all prisoner booking areas.

***Notes:** The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.*

Abbotsford Police Department Reference: Policy II.I.50 (1-4)

FINDING: STANDARD NOT MET

Comments: The facility has two cameras in the booking area. One can be monitored in the guardroom and the other in the Communication Centre; however, neither camera monitors the complete booking area.

* Recording of cameras in the booking area must be initiated by a member or guard. Interview results indicate that recording should be initiated whenever a prisoner is booked in. If circumstances do not permit, or if a member/guard forgets to initiate recording, evidence will not be available. Some departments use motion detectors and timers to ensure recording occurs and is maintained during crucial periods.

RECOMMENDATION:

8. The Abbotsford Police Department add sufficient extra video surveillance cameras to the booking area to enable the complete area to be covered, as per Standard E1.4.5.

E1.4.6 Written policy describes procedures to be followed in the event of an escape.

Notes: The procedures to be followed if an escape occurs should be made known to all facility personnel.

Abbotsford Police Department Reference: Policy II.I.40 (10-13)

FINDING: STANDARD MET

Comments: Written policy sets out the responsibilities of the jail guard, the Station Commander, the dispatcher and the General Investigation Section in the event of an escape.

E1.4.7 Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.

Notes: The policy should specify which items may be retained by the prisoner.

Abbotsford Police Department Reference: Policy II.I.30 (23), (39-43), (45), (51-53)

FINDING: STANDARD MET*

Comments: Written policy states that the arresting constable is responsible for searching the prisoner. Policy also states what items are to be taken from the prisoner and that items seized for evidence must be noted on the booking form.

* Written policy does not specify which items may be retained by the prisoner.

E1.4.8 A booking form is completed for every person booked into the facility and contains the following information to the extent permitted by law:

- **arrest information;**
- **apparent physical and psychological condition;**
- **medications taken by prisoner;**
- **property inventory and disposition; and**
- **prisoner profile coding.**

Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

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Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

Abbotsford Police Department Reference: Policy II.I.30 (41- 42), (44), (50), (52)

FINDING: STANDARD MET

Comments: A booking form (Prisoner Report) is completed for every person incarcerated and contains arrest information, medication taken (the facility has a Medication Sheet that details all medication provided to a prisoner), property inventory and disposition. Space is available in the computer-generated form for other remarks dealing with the condition of the prisoner. While the VISEN[3] code is not part of the computer generated booking form, policy requires that the cautions that make up VISEN be entered on the form. The booking program has an "alert" button that allows this type of pertinent information to be added to the form. Interviews with guards indicated that this information is being passed on to them from the arresting officer and a review of the Prisoner Log confirms this finding.

In addition to the computer-generated form, the facility has a handwritten Arrest and Booking Report for prisoners who do not need to be photographed. The VISEN code is included on the form.

E1.4.9 Written policy requires that young persons are detained separately from adult prisoners.

Notes: Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoner

Abbotsford Police Department Reference: Policy II.I.30 (16-17)

FINDING: STANDARD NOT MET IN PRACTICE (MET IN POLICY)

Comments: The facility has three corridors leading out of the booking area, one containing the male cells, one the female cells and one the young offender cells (this corridor also contains the adult holding cell). The result is that each is separated by sight from the others, but not by sound as intended by the Standard.

To lessen the problem, the entrance to each corridor could be fitted with solid core doors (however, guards state that they rely on sounds from the prisoner(s) to help alert them to problems in the cells). The addition of solid core doors might be a more realistic solution if all the cells had video monitoring.

RECOMMENDATION:

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[3] VISEN is a common coding scheme utilized in detention facilities booking sheets to indicate the status of prisoners, i.e., Violent, Infectious, Suicidal, Escape risk, or Normal.

9. The Abbotsford Police Department take the necessary steps to ensure that young offenders are separated by sight and sound from adult prisoners, as per Standard E1.4.9.

E1.4.10 Written policy requires that female prisoners are detained separately from male prisoners.

Notes: Female prisoners should be separated by sight and sound from male prisoners.

Abbotsford Police Department Reference: Policy II.I.30 (16-17)

FINDING: STANDARD NOT MET IN PRACTICE (MET IN POLICY)

Comments: See comments for Standard E1.4.9.

RECOMMENDATION:

10. The Abbotsford Police Department take the necessary steps to ensure that female prisoners are separated by sight and sound from male prisoners, as per Standard E1.4.10.

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

Abbotsford Police Department Reference: Policy II.I.30 (6-8), (17), (70-78)

FINDING: STANDARD MET

Comments: Written policy requires that the Station Commander be notified of all prisoners whose breathalyser readings are over 300 milligrams, and those with readings over 350 milligrams are to be referred to the hospital. Those prisoners who are in an advanced state of intoxication are to be checked every ten minutes by guards, and those who are still in an advanced state of intoxication after four hours are to be conveyed to hospital. The drunk tank (holding cell) may be used to hold "sick" intoxicated prisoners but not adults and young offenders together.

The policy outlines a number of options for containing prisoners who are violent or self-destructive, including:

- Leg cuffs;

Abbotsford Police Department Reference: Policy II.I.30 (41- 42), (44), (50), (52)

FINDING: STANDARD MET

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To lessen the problem, the entrance to each corridor could be fitted with solid core doors (however, guards state that they rely on sounds from the prisoner(s) to help alert them to problems in the cells). The addition of solid core doors might be a more realistic solution if all the cells had video monitoring.

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The policy outlines a number of options for containing prisoners who are violent or self-destructive, including:

- Leg cuffs;

- Strait jacket;
- Waist-wrist restraint;
- The WRAP (for controlling the lower torso); and
- The BOARD (for completely immobilising a prisoner). This device has been damaged and has not been replaced or repaired; the WRAP is used in its place.

Although no specific guidelines exist with regard to when to utilize each device, interviews with staff indicate that permission must be obtained from the Station Commander.

E1.4.12 Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.

Notes: The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

Abbotsford Police Department Reference: Policy II.I.30 (21), Policy II.I.40 (1), (9)

FINDING: STANDARD MET*

Comments: Policy states that in the event that the facility's maximum capacity is exceeded, arrangements are to be made to transfer prisoners to detention facilities in surrounding municipalities. In the event of an emergency, prisoners are to be moved to Mission, Chilliwack or Langley RCMP Detachment facilities.

*Policy does not provide for extra personnel or booking and detention procedures

E1.4.13 Written policy governs the return of property to prisoners upon release.

Notes: Property retained for evidentiary or other purposes should be noted on the inventory form.

Abbotsford Police Department Reference: Policy II.I.30 (42), (51-53)

FINDING: STANDARD MET

Comments: Written policy is appropriate. Effects are to be returned when the prisoner is released and the prisoner is to sign for them. Those effects that are seized for evidence are noted on the booking form.

E1.4.14 Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded, in addition to all detention facility inspections required by these standards.

Notes: The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.

Abbotsford Police Department Reference: Policy II.I.30 (31)

FINDING: STANDARD NOT MET IN PRACTICE (MET IN POLICY)

Comments: Written policy requires a log to be maintained and lists seven activities for guards to document, including:

- illness or unusual action of prisoners;
- time of prisoner booking, removal and/or return and by whom;
- meal times;
- use of phone;
- prescribed medication in compliance with instructions;
- other details required for the safe and secure operation of the detention facility; and
- detention facility inspections.

A review of the log indicates that the first six activities are generally being recorded by the guards, however, as previously discussed in Standards E1.3.3, E1.4.2 and E1.4.3, detention facility inspections are not being documented (nor are the types of inspections required articulated).

RECOMMENDATION:

11. The Abbotsford Police Department ensure all detention facility inspections are documented, as per Standard E1.4.14.

E1.5 MEDICAL AND HEALTH CARE SERVICES

E1.5.1 Written policy identifies the policies and procedures to be followed when a prisoner is in need of medical assistance.

Notes: *The intent of this standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.*

Abbotsford Police Department Reference: Policy II.I.30 (1-12)

FINDING: STANDARD MET

Comments: Written policy is extensive with respect to dealing with injured, sick, intoxicated and unconscious prisoners. Procedures listed for dealing with these persons include hospitalization, a doctor attending the facility, and documenting and photographing injuries.

- Strait jacket;
- Waist-wrist restraint;
- The WRAP (for controlling the lower torso); and
- The BOARD (for completely immobilising a prisoner). This device has been damaged and has not been replaced or repaired; the WRAP is used in its place.

Although no specific guidelines exist with regard to when to utilize each device, interviews with staff indicate that permission must be obtained from the Station Commander.

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Comments: Written policy is extensive with respect to dealing with injured, sick, intoxicated and unconscious prisoners. Procedures listed for dealing with these persons include hospitalization, a doctor attending the facility, and documenting and photographing injuries.

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

Abbotsford Police Department Reference: Written policy not required.

FINDING: STANDARD NOT MET

Comments: The facility has a first aid kit that contains numerous articles including eye irrigation solution, antiseptic, and one use airway. Interview findings revealed that the kit is not inspected as set out in Standard E1.5.2 and staff indicated that items are replenished only when the Head Guard is advised they have been used.

RECOMMENDATION:

12. The Abbotsford Police Department ensure that inspections of the first aid kit are conducted, as per Standard E1.5.2.

See Recommendation #11 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.

Notes: Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

Abbotsford Police Department Reference: None

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: Abbotsford does not have written policy that sets out the requirements for providing pharmaceuticals or medical treatment to prisoners. In practice, the guard will contact the Station Commander and obtain authorization prior to dispensing treatment or medication. Generally, if the prescription is in the name of the prisoner and recently dated, and there is only one type of drug in the container then the prisoner will be given the drug by the guard. A special form (Medication Sheet) is used to note the dispensing of the drug including date, time, dosage and the name of the medication.

RECOMMENDATION:

13. The Abbotsford Police Department develop written policy governing the dispensing of pharmaceuticals and medical treatment, as per Standard E1.5.3.

E1.5.4 Written policy establishes procedures to be followed when a prisoner has an infectious disease.

Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

Abbotsford Police Department Reference: Policy II.I.20 (14), Policy II.I.30 (50b)

FINDING: STANDARD MET*

Comments: Written policy requires that all infectious prisoners be noted in the Prisoner Report, to ensure that anyone who deals with that individual is aware of the risks.

* Policy states that universal infectious disease control precautions should be employed but does not state what those procedures entail.

E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.

Notes: The intent of the standard is that prisoners receive appropriate medical attention.

Abbotsford Police Department Reference: Policy II.I.30 (5), (9)

FINDING: STANDARD MET

Comments: Written policy requires that prisoners of questionable consciousness be transported immediately to the hospital and that the Station Commander be advised of the circumstances.

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

Abbotsford Police Department Reference: Written policy not required.

FINDING: STANDARD NOT MET

Comments: The facility has a first aid kit that contains numerous articles including eye irrigation solution, antiseptic, and one use airway. Interview findings revealed that the kit is not inspected as set out in Standard E1.5.2 and staff indicated that items are replenished only when the Head Guard is advised they have been used.

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Abbotsford Police Department Reference: Policy II.I.30 (5), (9)

FINDING: STANDARD MET

Comments: Written policy requires that prisoners of questionable consciousness be transported immediately to the hospital and that the Station Commander be advised of the circumstances.

E1.6 POLICE RESPONSIBILITIES REGARDING PRISONERS

E1.6.1 Written policy requires that a prisoner's opportunity for lawful release from custody is not impeded.

Notes: The intent of the standard is to ensure compliance with the Criminal Code and Charter of Rights and Freedoms.

Abbotsford Police Department Reference: Policy II.I.30 (64)

FINDING: STANDARD MET

Comments: Written policy states that the investigating member and the Station Commander are responsible for ensuring that lawful release is not impeded.

E1.6.2 Written policy ensures confidential access to counsel.

Notes: Every effort should be made to ensure privacy in contacts between counsel and their clients.

Abbotsford Police Department Reference: Policy II.I.30 (56), (58-62)

FINDING: STANDARD MET

Comments: Written policy describes the right to retain and instruct counsel without delay, and directs that every effort should be made to ensure privacy between counsel and clients.

E1.6.3 Written policy sets forth procedures for a prisoner's access to a telephone, telephone directory and legal aid assistance.

Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

Abbotsford Police Department Reference: Policy II.I.30 (58-62)

FINDING: STANDARD MET

Comments: Written policy requires members to direct the prisoner to the telephone booth and if the prisoner is unable to obtain counsel to provide access to legal aid. The facility has a legal telephone directory for prisoners.

E1.6.4 Three meals are provided to all prisoners in the facility during each (24) hour period.

Notes: No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated.

Abbotsford Police Department Reference: Policy II.I.30 (14)

FINDING: STANDARD MET

Comments: Written policy provides for three meals a day at specified hours except in unusual circumstances. Meals are microwaveable and staff indicate that they attempt to keep specific foods (i.e., juice) for those prisoners with special dietary needs such as diabetics.

E1.7 SUPERVISION OF PRISONERS

E1.7.1 Written policy requires the constant monitoring of prisoners by department staff.

Notes: Constant monitoring is essential for maintaining security and ensuring the safety and welfare of prisoners.

Abbotsford Police Department Reference: Policy II.I.30 (19)

FINDING: STANDARD MET

Comments: Written policy requires guards to maintain a "constant visual check of the prisoners" and to report any problems to the Station Commander. The facility has cameras in five cells. Some of the cells have blind spots at the door that sometimes necessitates guards having to advise prisoners to move away from the door. Interviews with staff indicate that prisoners are placed in the cells with cameras if possible and any prisoner who may prove troublesome is always placed in a cell with a camera.

E1.7.2 Written policy requires that each prisoner be visually checked frequently by department staff.

Notes: Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the purpose of this standard a visual check does not include video surveillance.

Abbotsford Police Department Reference: Policy II.I.30 (18)

FINDING: STANDARD MET*

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E1.6.4 Three meals are provided to all prisoners in the facility during each 24 hour period.

***Notes:** No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated.*

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FINDING: STANDARD MET

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Abbotsford Police Department Reference: Policy II.I.30 (19)

FINDING: STANDARD MET

Comments: Written policy requires guards to maintain a "constant visual check of the prisoners" and to report any problems to the Station Commander. The facility has cameras in five cells. Some of the cells have blind spots at the door that sometimes necessitates guards having to advise prisoners to move away from the door. Interviews with staff indicate that prisoners are placed in the cells with cameras if possible and any prisoner who may prove troublesome is always placed in a cell with a camera.

E1.7.2 Written policy requires that each prisoner be visually checked frequently by department staff.

***Notes:** Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the purpose of this standard a visual check does not include video surveillance.*

Abbotsford Police Department Reference: Policy II.I.30 (18)

FINDING: STANDARD MET*

Comments: Written policy requires visual checks to be completed every 15 to 20 minutes or as otherwise instructed. Abbotsford jail employs a full-time Head Guard and on-call guards. While a time gap may occur between the time a prisoner is brought into the facility and the arrival of an on-call guard, interview results reveal that the department is vigilant in ensuring physical checks of the prisoners occur on a regular basis during the time a guard is not present in the facility.

* Policy states that prisoners who are in an advanced state of intoxication must be checked every 10 minutes; however, there is no provision for closer surveillance of those who may be a security risk.

E1.7.3 Written policy specifies procedures when prisoners are supervised by a staff member of the opposite sex.

***Notes:** It is inappropriate for staff to supervise prisoners of the opposite sex. Staff should be advised of procedures to be followed in these cases when the appropriate staff are not available.*

Abbotsford Police Department Reference: Policy II.I.30 (20)

FINDING: STANDARD MET

Comments: Written policy states it is inappropriate for prisoners to be monitored or searched by staff of the opposite sex and if appropriate staff are not available, civilian staff may be utilized. Policy further states that if civilian staff are not available, then prisoners may be transferred to another facility where staff of the same gender are available to guard the prisoner.

E1.7.4 Written policy governs prisoners' visitations and describes procedures for registering visitors to the facility and for searching visitors.

***Notes:** Prisoners may be permitted visitors consistent with security and operational considerations.*

Abbotsford Police Department Reference: Policy II.I.30 (15)

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: Written policy does not allow visits by anyone other than counsel. Counsel may visit at any reasonable hour with the prior approval of the Station Commander, providing there are no security concerns. Although the intent of the Standard is met in practice, the written policy does not specify procedures for registering or searching visitors.

Comments: Written policy requires visual checks to be completed every 15 to 20 minutes or as otherwise instructed. Abbotsford jail employs a full-time Head Guard and on-call guards. While a time gap may occur between the time a prisoner is brought into the facility and the arrival of an on-call guard, interview results reveal that the department is vigilant in ensuring physical checks of the prisoners occur on a regular basis during the time a guard is not present in the facility.

* Policy states that prisoners who are in an advanced state of intoxication must be checked every 10 minutes; however, there is no provision for closer surveillance of those who may be a security risk.

E1.7.3 Written policy specifies procedures when prisoners are supervised by a staff member of the opposite sex.

Notes: *It is inappropriate for staff to supervise prisoners of the opposite sex. Staff should be advised of procedures to be followed in these cases when the appropriate staff are not available.*

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FINDING: STANDARD MET

Comments: Written policy states it is inappropriate for prisoners to be monitored or searched by staff of the opposite sex and if appropriate staff are not available, civilian staff may be utilized. Policy further states that if civilian staff are not available, then prisoners may be transferred to another facility where staff of the same gender are available to guard the prisoner.

E1.7.4 Written policy governs prisoners' visitations and describes procedures for registering visitors to the facility and for searching visitors.

Notes: *Prisoners may be permitted visitors consistent with security and operational considerations.*

Abbotsford Police Department Reference: Policy II.I.30 (15)

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: Written policy does not allow visits by anyone other than counsel. Counsel may visit at any reasonable hour with the prior approval of the Station Commander, providing there are no security concerns. Although the intent of the Standard is met in practice, the written policy does not specify procedures for registering or searching visitors.

RECOMMENDATION:

14. The Abbotsford Police Department develop written policy describing procedures for registering and searching visitors, as per Standard E1.7.4.

PART 3: SUMMARY

The Abbotsford Police Department detention facility is generally well run, although it does have some problems. Positive aspects of the facility include the finding that the new Head Guard (he had been in the position for approximately five months prior to the evaluation) is taking steps to develop training packages and improve the overall cleanliness of the facility.

In addition, the facility has more equipment than the other departments in terms of prisoner and guard safety, including:

- Immobilization devices to restrain self-destructive prisoners;
- Non-tear anti-suicide blankets;
- Masks for guards and police dealing with infectious prisoners; and
- Spitting hoods for violent prisoners.

Some interviewees expressed concern that management was unaware of the problems that exist in the facility; however, discussions with management indicated that police managers are knowledgeable about outstanding concerns and are attempting to correct them where possible.

The guards are generally knowledgeable and aware of their responsibilities within the facility. Interview and questionnaire results indicate that police personnel are also knowledgeable about jail procedures and aware of their responsibilities with respect to the detention facility.

Of the 35 Standards set out in Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia*, the Abbotsford Police Department failed to meet twelve. Seven of the twelve unmet Standards can easily be corrected, largely through revision of written policy (E1.3.3, E1.3.5, E1.4.3, E1.4.14, E1.5.2, E1.5.3 and E1.7.4).

The main problem noted by the evaluation team with respect to Abbotsford's written detention facility policy centered on the lack of clarity in the policy governing documented inspections (E1.3.3, E1.4.2, E1.4.3 and E1.5.2). Abbotsford's written policy does not specify the types of inspections required by the Standards. In addition, a review of the Abbotsford Detention Activity Log did not indicate that inspections such as the inspection and testing of fire protection equipment, weekly security inspections, and first aid kit inspections were being documented as per the applicable Standards. Abbotsford can rectify this situation by including in revised policy a requirement for written documentation of each type of articulated inspection.

The posting of an emergency evacuation plan in the detention facility will meet the requirements of Standard E1.3.4. The requirements of both Standard E1.5.3 (dispensing of pharmaceuticals or other medical treatment) and E1.7.4 (registering and searching prisoners) are met in practice by the Abbotsford Police Department, but require written policy. Abbotsford should *consider* revising written policy to clearly identify one position within the department with overall responsibility for the detention facility (E1.1.1).

Of more concern, is the lack of inspection of the detention facility first aid kit. Interview results indicate that the inspection of the first aid kit is not documented and that items are replenished only when the Head Guard has been advised. Changes in written policy and procedures are required to meet the intent of Standard E1.5.2.

Also of concern was the finding that even though the guards were aware of their responsibility to conduct documented security checks prior to the use of unoccupied cells (and met this responsibility in practice), patrol officers appeared somewhat confused as to who was responsible for security checks. The Abbotsford Police Department should clarify the roles and responsibilities of guards and patrol officers with respect to security checks of cells (as per Standard E1.4.2).

The major problems identified by the evaluation team with respect to Abbotsford's detention facility concerned aspects of the facility itself:

- Abbotsford's video monitoring equipment is not sufficient to meet the intent of Standard E1.4.5. The booking area is not completely monitored by video as required by the Standard. Moreover, the booking monitors are recorded only on the initiation of a police officer or guard. Although procedure dictates that the recording equipment be initiated whenever a prisoner is booked in, in some circumstances this may not occur, leaving the department open to criticism should an incident occur that is not recorded. Some departments use motion detectors and timers to ensure recording always occurs in the booking area.

- The physical layout of the detention facility compromises the ability of the guards to separate young offenders and female offenders by sound from adult male prisoners as per Standards E1.4.9 and E1.4.10. Even though youth and female offenders are visually separated from adult male prisoners, the three corridors leading from the booking area carry sound. The entrance to each corridor could be fitted with solid core doors; however, this would only be advisable if all of Abbotsford's jail cells were equipped with video monitoring.

- The quality of air in the Abbotsford detention facility is an ongoing problem and the department advises that it is working toward a solution. At the time of the evaluation, the Abbotsford detention facility did not meet the intent of Standard E1.2.1 to provide sufficient air circulation within the facility.

Follow Up

The fairly successful evaluation of the Abbotsford detention facility negates the need for a follow up site visit to the Abbotsford jail. No high-risk areas were identified as requiring immediate response from the department. As such, the Abbotsford Police Department is asked to address within six months of the receipt of this report the recommendations made with respect to adherence to provincial policing Standards. Copies of revised written policy and/or documentation stating that required actions have been made, or are anticipated to be made, should be provided to Police Services Division as required by the MPE consultation process approved by the British Columbia Association of Municipal Chiefs of Police.

A summary of recommendations requiring follow up by the Abbotsford Police Department are:

1. The Abbotsford Police Department *consider* revising written policy to clearly identify the position within the department with overall responsibility for the operation and maintenance of the detention facility, as per Standard E1.1.1.

2. The Abbotsford Police Department take reasonable steps to ensure that the circulation of air meets Standard E1.2.1.

3. The Abbotsford Police Department develop written policy that specifically addresses each type of inspection required by the *Provincial Standards for Municipal Police Departments in British Columbia* including the inspection and testing of fire protection equipment, as per Standard E1.3.3.

4. The Abbotsford Police Department post the emergency evacuation plan, as per Standard E1.3.4.

5. The Abbotsford Police Department develop written policy that specifically addresses each type of inspection required by the *Provincial Standards for Municipal Police Departments in British Columbia* including sanitation inspections, as per Standard E1.3.5.

6. The Abbotsford Police Department *consider* reminding patrol officers of the content and intent of Standard E1.4.2.

7. The Abbotsford Police Department develop written policy that specifically addresses each type of inspection required by the *Provincial Standards for Municipal Police Departments in British Columbia* including weekly security inspections, as per Standard E1.4.3.

8. The Abbotsford Police Department add sufficient extra video surveillance cameras to the booking area to enable the complete area to be covered, as per Standard E1.4.5.

9. The Abbotsford Police Department take the necessary steps to ensure that young offenders are separated by sight and sound from adult prisoners, as per Standard E1.4.9.

10. The Abbotsford Police Department take the necessary steps to ensure that female prisoners are separated by sight and sound from male prisoners, as per Standard E1.4.10.

11. The Abbotsford Police Department ensure all detention facility inspections are documented, as per Standard E1.4.14.

12. The Abbotsford Police Department ensure that inspections of the first aid kit are conducted, as per Standard E1.5.2.

13. The Abbotsford Police Department develop written policy governing the dispensing of pharmaceuticals and medical treatment, as per Standard E1.5.3.

14. The Abbotsford Police Department develop written policy describing procedures for registering and searching visitors, as per Standard E1.7.

APPENDIX C

MUNICIPAL POLICE EVALUATION:

CENTRAL SAANICH POLICE DEPARTMENT DETENTION FACILITIES

BRITISH
COLUMBIA

Ministry of Public Safety and Solicitor General
Public Safety and Regulatory Branch
Police Services Division

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Part 1: Introduction

Municipal Police Evaluations (MPE)

Prior to 1998, inspection of the independent municipal police departments was within the mandate of the BC Police Commission (BCPC). The BCPC inspections (commonly known as audits) comprised two components: compliance with standards of policing, and a comprehensive examination of the department environment including such areas as departmental morale and management skills and style. Compliance with standards of policing was facilitated by the adoption of provincial policing standards in 1992. The BCPC published these standards in the document entitled, *Provincial Standards for Municipal Police Departments in British Columbia* (hereafter referred to as the Standards). The Standards evolved from a joint venture between the BCPC and the British Columbia Association of Municipal Chiefs of Police. The stated purpose of the Standards is to "identify minimum acceptable standards for police, facilitating uniform policing standards among departments in the province, benefiting both the police and the public."[1]

In July, 1998, following the dissolution of the BCPC, Police Services Division (PSD), Public Safety and Regulatory Branch assumed responsibility for inspection of the 12 independent municipal police departments. The mandate was codified in s.40(1)(a) of the Police Act (R.S.B.C. 1998) as follows:

> 40(1) ...the director <*of Police Services Division*> has the following functions:
> (a) to inspect and report on the quality and standard of policing and law enforcement services including but not limited to:
> (i) inspecting policing and law enforcement operations and procedures,
> (ii) evaluating programs for
> (a) training persons who intend to become police officers
> (b) training officers
> (c) re-training officers, and
> (d) training officers who are eligible for advanced training and
> (iii) evaluating standards of policing and law enforcement.

PSD took an opportunity to revisit the BCPC municipal police department audit procedure following receipt of responsibility for these inspections. BCPC audit procedures had not been revised for many years, and municipal police chiefs had expressed concerns around the usefulness of these procedures. A review of the BCPC audit process, undertaken during 1999, involved extensive consultation with municipal police departments. A new model for conducting inspections of the 12 independent municipal police departments was implemented during 2000. To distinguish the new model from the previous BCPC audits, the process is referred to as Municipal Police Evaluations (MPEs).

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[1] *The Provincial Standards for Municipal Police Departments in British Columbia, BCPC page 9.*

The fundamental principles underlying the MPE model are:

- The Municipal Police Evaluation process reflects the statutory mandate of the Director of Police Services Division to ensure the delivery of adequate policing services in the province.
- Evaluating police services is a collaborative effort between municipal police departments and Police Services Division.
- Police Services Division assumes a lead role in the Municipal Police Evaluation process.
- The Municipal Police Evaluation process protects the fundamental values of policing including the independence of policing and its arm's length relationship with government.
- The Municipal Police Evaluation model limits the autonomy of the evaluation team.

The most fundamental procedural difference between the BCPC audit process and the new MPE model is the scope of each review. Under the BCPC process, all aspects of one municipal department were reviewed extensively and a report was produced that dealt exclusively with that department. Each year, generally two to three BCPC audits were completed; consequently, four to six years could elapse between audits for each municipal police departments. In contrast, under the new MPE process, one aspect of policing is reviewed at all twelve municipal departments during each evaluation. The scope of the evaluation is narrowed so that all departments can participate in each review. In short, one aspect of policing is chosen for the evaluation (e.g., detention facilities), and the evaluation is conducted across all municipal police departments during the same time period. Similar to the BCPC audits, it is anticipated that two to three MPEs will be conducted in the province each year.

The MPE model comprises two types of evaluation:

- Compliance of municipal police departments with specific *Provincial Standards for Municipal Police Departments in British Columbia.* For example, compliance to Standards concerning detention facilities; and
- Specific program/policy review. For example, review of Emergency Response Team programs. As a specific program/policy is evaluated, Standards associated with the program/policy will also be reviewed and verified.[2]

MPE topics are selected each year following a consultative process between the MPE Working Committee (comprised of representatives from municipal police departments and

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[2] PSD proposes to conduct a review of provincial policing standards as a separate project in the future. In the meantime, as the new model is implemented, compliance with existing associated provincial standards will be undertaken as stated in the model.

PSD staff) and the MPE Steering Committee (membership includes three municipal Chiefs of Police, a representative from the BC Association of Police Boards, and the Director of Police Services).

Methodology

There are twelve independent municipal police departments in British Columbia: Abbotsford, Central Saanich, Delta, Esquimalt, Nelson, New Westminster, Oak Bay, Port Moody, Saanich, Vancouver, Victoria and West Vancouver. Eleven of these were included in the MPE of detention facilities. The evaluation of the Vancouver Police Department's (VPD) detention facilities was deferred.

The evaluation team consisted of two PSD staff and an experienced contractor. The contractor was a retired VPD inspector with 30 years policing experience.

For a more detailed discussion of methodology, please see pages 11 through 16 of the *Provincial Profile Report.*

In Part 2 of this report, the results for your department are discussed. Included in the report are a brief discussion of the MPE process at your department, a department description, the findings of the Standards review, and a summary of findings.

PART 2: FINDINGS

MPE Process at the Central Saanich Police Service

The evaluation team conducted the site visit at the Central Saanich Police Service in August 2000 over a two-day period. Seven interviews were conducted, including three with police managers, two with police constables and two with jail guards.

Questionnaires were completed by patrol officers only, as the two persons regularly called to guard were both interviewed by the evaluation team. Of the questionnaires distributed to patrol officers, 47% were completed.

The Central Saanich Police Service

Central Saanich's 1999 population was 15,509 persons. The Central Saanich Police Services had an authorized strength of 21 police officers in 1999 and operated at full strength during that year.

In 1999, there were 915 *Criminal Code* offences reported to police in Central Saanich. This represents a decline of 5% from 1998. In the ten-year period 1990 to 1999, the number of offences fluctuated somewhat, from a high of 1,298 in 1993 to a low of 915 in 1999. The number of offences reported in 1999 represents a decrease of 19% from the number reported in 1990. Moreover, Central Saanich's 1999 crime rate of 59 offences per 1,000 persons represents a decrease of 29% from the rate reported 10 years earlier.

The Central Saanich Police Service Detention Facility

The Central Saanich Police Service detention facility is located at the back of the main floor of the police building. The facility consists of two sallyports (one of which was being used as a property storage area at the time of the evaluation), a booking area, a fingerprint and photo room, an interview room and two cells.

The cells are completely separate from each other. Each has a common area immediately off the hallway, which leads directly to the cell. One of the common areas has a small storage area beside the cell. The cells are of solid construction on three sides with bars at the front. Both have a single unit stainless steel toilet, wash basin and drinking fountain. Steel bunks were removed from both cells as a result of an injury sustained by a prisoner. Subsequently, mattresses have been placed directly on the floor of each cell.

The cameras for the cells are placed in a back corner of the common area. They are not very effective, as it is a significant distance from the cameras to the back of each cell. There are also cameras in the sallyport and booking area. Guards do not have a monitor, but a monitor is located in the Communication Centre.

The facility has three access points:

- From the constables work area in the main office area into the hallway leading to the cells;
- From a hallway leading to individual offices; and
- Through a sallyport into the booking area.

Between the years 1995 and 1999, an average of 112 prisoners per year were lodged in the Central Saanich Police Service detention facility. The number of prisoners does not warrant full time guards; consequently guards are called out as required. The primary guards used have many years of experience.

The Central Saanich Police Service expects to begin constructing a new detention facility in late 2000. In anticipation of the new facility, the department revised its operational policies and procedures. At the time the evaluation was conducted, Central Saanich was in the process of having the revised policies and procedures approved by its police board. As such, the findings of the policy review conducted by the evaluation team are based on the new policies and procedures while the physical inspection findings are necessarily based on the existing detention facility.

Standards Review

Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia* sets out the Standards for detention facilities. These Standards comprise the basis of this evaluation. The results of the questionnaires, interviews, policy and procedure review, and physical inspection have been incorporated into the discussion below. Each Standard is set out and followed by the findings and recommendations where appropriate.

For each Standard, four findings are possible. These include:

Standard Met – the department meets the provincial Standard both in written policy (where required) and in practice. No departmental action required.

Standard Met in Practice (Not Met in Policy) – although the written policy is lacking (either insufficient to meet the Standard or absent from the documentation provided to the evaluation team), the review reveals that the department is meeting the Standard in the day-to-day activities of the detention facility. Generally, this finding requires that the department revise written policy.

Standard Not Met in Practice (Met in Policy) – although the written policy is sufficient to meet the requirements of the Standard, the review reveals that the department does not meet the intent of the Standard in the day-to-day activities of the detention facility. This is a more significant finding than a finding that a particular Standard is met in practice (but not in policy) because it indicates that the department is deficient in fulfilling the intent of the Standard. Generally, this finding requires that the department revise current practice.

Standard Not Met – This finding indicates that the department does not meet the Standard in written policy (where required) or in current practice. This finding requires the department to provide written policy (where required) and ensure current practice meets the intent of the Standard.

Where a Standard is not met (for any reason), this finding will be followed by a recommendation for resolution.

On occasion, a recommendation may be made even if a particular Standard is met both in policy and practice. In these recommendations, departments are asked to *consider* taking a particular action.

As noted above, the findings of the following Standards review for Central Saanich are based on the new policies and procedures and the physical inspection of the existing detention facility.

E1.1 MANAGEMENT

E1.1.1 Written policy establishes responsibility for the operation and maintenance of the detention facility.

***Notes:** The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.*

Central Saanich Police Service Reference: Policy 0120, Section 1, Procedures 1

FINDING: STANDARD MET

Comments: The facility is administered under the authority of the Chief Constable and is the responsibility of the Deputy Chief Constable or his designate. The on-duty Watch Commander is responsible for the security and safety of prisoners held in the detention facility.

E1.1.2 Written policy governs access of persons to the detention facility.

***Notes:** Policy should address access to the facility by police, counsel, family and others.*

Central Saanich Police Service Reference: Policy 0120, Procedures 2(1)

FINDING: STANDARD MET*

Comments: The policy meets the minimum requirements of the Standard. Policy states that a sworn member must accompany persons accessing the detention facility.

* Policy does not specifically address access to the facility by police, counsel, family and others, with the exception of maintenance personnel.

Standard Not Met – This finding indicates that the department does not meet the Standard in written policy (where required) or in current practice. This finding requires the department to provide written policy (where required) and ensure current practice meets the intent of the Standard.

Where a Standard is not met (for any reason), this finding will be followed by a recommendation for resolution.

On occasion, a recommendation may be made even if a particular Standard is met both in policy and practice. In these recommendations, departments are asked to *consider* taking a particular action.

As noted above, the findings of the following Standards review for Central Saanich are based on the new policies and procedures and the physical inspection of the existing detention facility.

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***Notes:** Policy should address access to the facility by police, counsel, family and others.*

Central Saanich Police Service Reference: Policy 0120, Procedures 2(1)

FINDING: STANDARD MET*

Comments: The policy meets the minimum requirements of the Standard. Policy states that a sworn member must accompany persons accessing the detention facility.

* Policy does not specifically address access to the facility by police, counsel, family and others, with the exception of maintenance personnel.

RECOMMENDATION:

1. The Central Saanich Police Service *consider* developing written policy clearly addressing access to the facility, as per Standard E1.1.2.

E1.2 PHYSICAL PLANT

E1.2.1 Detention facilities provide the following minimum conditions for prisoners:

- **sufficient lighting;**
- **circulation of air in accordance with local public health standards;**
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding for each prisoner held in excess of eight hours.**

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

Central Saanich Police Service Reference: Policy 0120, Section 1, Procedures 3(1)

FINDING: STANDARD MET

Comments: Written policy covers lighting, air conditioning, heating equipment, toilet, wash basin, drinking water, bed and bedding.

The current detention facility has sufficient lighting. Exhaust vents are located in the common area at the front of each cell and inlet vents are located in the hallway between the two cells.

Each cell has one single unit stainless steel toilet, wash basin and drinking fountain.

Steel bunks were removed from the cells as a result of an injury to a prisoner; mattresses are placed on the floor in each cell and blankets are provided.

E1.3 SAFETY AND SANITATION

E1.3.1 Written policy describes fire prevention practices and procedures for the detention facility.

Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire.

Central Saanich Police Service Reference: Policy 0140, Section 1, Procedures 1(1)

FINDING: STANDARD MET

Comments: Written policy requires a daily inspection by the Watch Commander for fire hazards. The removal of fire-making materials from prisoners is also covered in the policy.

E1.3.2 The type and location of fire protection equipment is approved in writing by provincial or local fire officials.

Notes: The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

Central Saanich Police Service Reference: Policy 0140, Section 1, Procedures 1(2)(3)

FINDING: STANDARD MET*

Comments: Policy requires all fire protection equipment to be approved in writing by the Provincial Fire Marshall and the Central Saanich Fire Department.

*The last examination by fire officials was in May 1999.

E1.3.3 Written policy requires the documented inspection and testing of fire protection equipment in accordance with documented applicable regulations and legislation.

Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

Central Saanich Police Service Reference: Policy 0140, Section 1, Procedures 1(3)

FINDING: STANDARD MET*

Comments: Policy requires all fire protection equipment to be subjected to a documented inspection and maintained as set out in Provincial Fire Safety Regulations.

* A review of the logbook did not indicate that the inspections are being documented as required. During the inspection of the detention facility, it was noted that the last inspection of fire protection equipment was in May 1999.

RECOMMENDATION:

RECOMMENDATION:

1. The Central Saanich Police Service *consider* developing written policy clearly addressing access to the facility, as per Standard E1.1.2.

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E1.2.1 Detention facilities provide the following minimum conditions for prisoners:

- **sufficient lighting;**
- **circulation of air in accordance with local public health standards;**
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Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

Central Saanich Police Service Reference: Policy 0140, Section 1, Procedures 1(3)

FINDING: STANDARD MET*

Comments: Policy requires all fire protection equipment to be subjected to a documented inspection and maintained as set out in Provincial Fire Safety Regulations.

* A review of the logbook did not indicate that the inspections are being documented as required. During the inspection of the detention facility, it was noted that the last inspection of fire protection equipment was in May 1999.

RECOMMENDATION:

See Recommendation #5 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

Central Saanich Police Service Reference: Policy 0140, Section 1, Procedures 2

FINDING: STANDARD NOT MET

Comments: Written policy requires that an emergency evacuation plan be posted in the detention facility. No written emergency evacuation plan was posted in the facility. Although the facility has three exits (through the booking area into the sallyport; through the cell hallway into the constables work area in the main office; and from the booking area into a short hallway that leads to a second hallway), none of the exits are marked.

RECOMMENDATION:

2. The Central Saanich Police Service post the emergency evacuation plan, as per Standard E1.3.4.

E1.3.5 Written policy requires a sanitation inspection of the facility.

Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions.

Central Saanich Police Service Reference: Policy 0120, Section 1, Procedures 4(1)

FINDING: STANDARD MET

Comments: Policy requires the on-duty Watch Commander to inspect the detention facility each day for cleanliness.

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: Exceptions to the standard may be made in emergency situations.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 3(1)

FINDING: STANDARD NOT MET

Comments: Written policy does not address members bringing prisoners into the detention facility via the sallyport, only those members entering the facility from within the building.

In the present facility, a cabinet with four lockable gun lockers is available behind the booking counter for members to secure their firearms.

Questionnaire results reveal that 50% of patrol officers indicated that they "never" store their pistol upon entering the detention facility, while a further 38% indicated that they "sometimes" or "often" store their pistols. The department should ensure that all members, regardless of whether prisoners are in custody or not, and regardless of whether the members enter the detention facility through the inside of the building or the sallyport, secure their firearm in a lockable gun locker.

RECOMMENDATION:

3. The Central Saanich Police Service revise written policy to require that all police officers, regardless of the entry point, secure their firearms prior to entering the detention facility, as per Standard E1.4.1.

E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

Notes: The policy should indicate who is responsible for making this security check.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 1(1.3)(1), 3(2)

FINDING: STANDARD MET*

Comments: Written policy requires the booking member to search the cell prior to a prisoner being placed in it. Policy also requires the guard to check each cell for weapons or items of contraband at the beginning of his/her shift.

* Policy states that members should note the search of the cells in the log, however, a review of the log indicates that the checks are not being documented.

RECOMMENDATION:

See Recommendation #5 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

Central Saanich Police Service Reference: Policy 0140, Section 1, Procedures 2

FINDING: STANDARD NOT MET

Comments: Written policy requires that an emergency evacuation plan be posted in the detention facility. No written emergency evacuation plan was posted in the facility. Although the facility has three exits (through the booking area into the sallyport; through the cell hallway into the constables work area in the main office; and from the booking area into a short hallway that leads to a second hallway), none of the exits are marked.

RECOMMENDATION:

2. The Central Saanich Police Service post the emergency evacuation plan, as per Standard E1.3.4.

E1.3.5 Written policy requires a sanitation inspection of the facility.

Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions.

Central Saanich Police Service Reference: Policy 0120, Section 1, Procedures 4(1)

FINDING: STANDARD MET

Comments: Policy requires the on-duty Watch Commander to inspect the detention facility each day for cleanliness.

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: Exceptions to the standard may be made in emergency situations.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 3(1)

FINDING: STANDARD NOT MET

Comments: Written policy does not address members bringing prisoners into the detention facility via the sallyport, only those members entering the facility from within the building.

In the present facility, a cabinet with four lockable gun lockers is available behind the booking counter for members to secure their firearms.

Questionnaire results reveal that 50% of patrol officers indicated that they "never" store their pistol upon entering the detention facility, while a further 38% indicated that they "sometimes" or "often" store their pistols. The department should ensure that all members, regardless of whether prisoners are in custody or not, and regardless of whether the members enter the detention facility through the inside of the building or the sallyport, secure their firearm in a lockable gun locker.

RECOMMENDATION:

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E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

Notes: The policy should indicate who is responsible for making this security check.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 1(1.3)(1), 3(2)

FINDING: STANDARD MET*

Comments: Written policy requires the booking member to search the cell prior to a prisoner being placed in it. Policy also requires the guard to check each cell for weapons or items of contraband at the beginning of his/her shift.

* Policy states that members should note the search of the cells in the log, however, a review of the log indicates that the checks are not being documented.

RECOMMENDATION:

See Recommendation #5 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.

***Notes:** All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.*

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 3(4)

FINDING: STANDARD MET*

Comments: Policy requires the NCO i/c Administration to conduct weekly security inspections and to note them in the logbook.

* A review of the logbook did not indicate that these inspections are being documented.

RECOMMENDATION

See Recommendation #5 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.4.4 There is a security alarm system linked to a designated control point.

***Notes:** Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.*

Central Saanich Police Service Reference: Policy 0130, Section 1

FINDING: STANDARD NOT MET*

Comments: No security alarm exists in the present facility.

* Written policy indicates that a security alarm system linked to a designated control point will be installed in the new facility.

RECOMMENDATION:

4. The Central Saanich Police Service install a security alarm linked to a designated control point, as per Standard E1.4.4.

E1.4.5 There is a video surveillance and recording system for all prisoner booking areas.

Notes: The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 3(3)

FINDING: STANDARD MET*

Comments: In the present facility, there is one camera in the booking area and it is recorded. Written policy indicates that a closed circuit television and audio system will be installed in the new jail facility and that it will be monitored in the Communication Centre. There is no mention as to whether or not monitors will be placed in the guardroom, or if they are to be recorded.

*Currently, the camera can be monitored in the Communication Centre, but there is no responsibility on the part of the dispatcher to monitor. Both a hallway to the cells and the photo and print room are directly off the booking area and if an incident occurred that continued into one of those areas it would not be captured by the video.

E1.4.6 Written policy describes procedures to be followed in the event of an escape.

Notes: The procedures to be followed if an escape occurs should be made known to all facility personnel.

Central Saanich Police Service Reference: Policy 0140, Section 1, Procedures 3(1)

FINDING: STANDARD MET

Comments: Written policy indicates that the Watch Commander is responsible for handling an escape. Procedures are provided.

E1.4.7 Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.

Notes: The policy should specify which items may be retained by the prisoner.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 2.1(3-4)

See Recommendation #5 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.

Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 3(4)

FINDING: STANDARD MET*

Comments: Policy requires the NCO i/c Administration to conduct weekly security inspections and to note them in the logbook.

* A review of the logbook did not indicate that these inspections are being documented.

RECOMMENDATION

See Recommendation #5 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.4.4 There is a security alarm system linked to a designated control point.

Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

Central Saanich Police Service Reference: Policy 0130, Section 1

FINDING: STANDARD NOT MET*

Comments: No security alarm exists in the present facility.

* Written policy indicates that a security alarm system linked to a designated control point will be installed in the new facility.

RECOMMENDATION:

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E1.4.6 Written policy describes procedures to be followed in the event of an escape.

Notes: The procedures to be followed if an escape occurs should be made known to all facility personnel.

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FINDING: STANDARD MET

Comments: Written policy indicates that the Watch Commander is responsible for handling an escape. Procedures are provided.

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Notes: The policy should specify which items may be retained by the prisoner.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 2.1(3-4)

FINDING: STANDARD MET*

Comments: Written policy requires that booking members search all prisoners and list the prisoner's effects on the booking sheet. The prisoner is to be asked to sign the sheet acknowledging the effects removed and if the prisoner refuses, a second member is to initial the booking sheet to verify the property taken from the prisoner.

*Written policy does not specify which items may be retained by the prisoner.

E1.4.8 A booking form is completed for every person booked into the facility and contains the following information to the extent permitted by law:

- **arrest information;**
- **apparent physical and psychological condition;**
- **medications taken by prisoner;**
- **property inventory and disposition; and**
- **prisoner profile coding.**

Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 2.1(1-2), 4

FINDING: STANDARD MET*

Comments: Written policy requires a booking sheet be completed for each person booked into the detention facility. Written policy also describes the VISEN[3] coding system.

*A booking sheet (Prisoner Record) was viewed and it was noted that while it has room for all the information listed in the Standard, some items are not specifically noted (i.e., prisoner profile coding and psychological condition). On reviewing a sample of completed booking sheets, it was noted that in numerous cases specific information was not present, including the next of kin, scars and marks, aliases, occupation, and/or employer.

E1.4.9 Written policy requires that young persons are detained separately from adult prisoners.

Notes: Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 2.2(1)

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[3] VISEN is a common coding scheme utilized in detention facilities booking sheets to indicate the status of prisoners, i.e., Violent, Infectious, Suicidal, Escape risk, or Normal.

FINDING: STANDARD MET

Comments: Written policy requires young offenders to be completely separated from adult prisoners. In practice, young offenders are separated from adults. The current detention facility has two cells, separated by sight and sound.

E1.4.10 Written policy requires that female prisoners are detained separately from male prisoners.

Notes: Female prisoners should be separated by sight and sound from male prisoners.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 2.3(1)

FINDING: STANDARD MET

Comments: Written policy requires females and males to be incarcerated separately. In practice, female prisoners are separated from male prisoners. The current detention facility has two cells, separated by sight and sound.

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedure 2.4(1)

FINDING: STANDARD MET

Comments: Written policy requires the Watch Commander to consider transporting prisoners who are self-destructive, violent or under the influence of drugs or alcohol to another better equipped facility. If safe to do so, an intoxicated prisoner is released to a friend or relative, rather than held in custody. If the prisoner remains in custody a guard is called to monitor the prisoner and the prisoners movements are recorded.

According to interviews with staff, any prisoner who may be self-destructive is watched more closely depending on the nature of the situation.

FINDING: STANDARD MET*

Comments: Written policy requires that booking members search all prisoners and list the prisoner's effects on the booking sheet. The prisoner is to be asked to sign the sheet acknowledging the effects removed and if the prisoner refuses, a second member is to initial the booking sheet to verify the property taken from the prisoner.

*Written policy does not specify which items may be retained by the prisoner.

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- **arrest information;**
- **apparent physical and psychological condition;**
- **medications taken by prisoner;**
- **property inventory and disposition; and**
- **prisoner profile coding.**

***Notes:** Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.*

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 2.1(1-2), 4

FINDING: STANDARD MET*

Comments: Written policy requires a booking sheet be completed for each person booked into the detention facility. Written policy also describes the VISEN[3] coding system.

*A booking sheet (Prisoner Record) was viewed and it was noted that while it has room for all the information listed in the Standard, some items are not specifically noted (i.e., prisoner profile coding and psychological condition). On reviewing a sample of completed booking sheets, it was noted that in numerous cases specific information was not present, including the next of kin, scars and marks, aliases, occupation, and/or employer.

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***Notes:** Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.*

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Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 2.3(1)

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Comments: Written policy requires females and males to be incarcerated separately. In practice, female prisoners are separated from male prisoners. The current detention facility has two cells, separated by sight and sound.

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedure 2.4(1)

FINDING: STANDARD MET

Comments: Written policy requires the Watch Commander to consider transporting prisoners who are self-destructive, violent or under the influence of drugs or alcohol to another better equipped facility. If safe to do so, an intoxicated prisoner is released to a friend or relative, rather than held in custody. If the prisoner remains in custody a guard is called to monitor the prisoner and the prisoners movements are recorded.

According to interviews with staff, any prisoner who may be self-destructive is watched more closely depending on the nature of the situation.

E1.4.12 Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.

Notes: The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 2.5(1)

FINDING: STANDARD MET

Comments: In the event of a mass arrest, written policy designates the Watch Commander in charge of the situation. In addition, the policy states that the assistance of other departments should be considered along with the issuing of appearance notices (i.e., Promise to Appear).

Central Saanich has an informal understanding with both the Sidney RCMP and the Saanich Police Department to allow the use of their detention facilities in the event of a group arrest that exceeds the maximum capacity of the facility.

E1.4.13 Written policy governs the return of property to prisoners upon release.

Notes: Property retained for evidentiary or other purposes should be noted on the inventory form.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 9(1)

FINDING: STANDARD MET

Comments: Written policy requires that property be returned to the prisoner on release, with the exception of items seized as evidence. The prisoner is to sign for the property and if he refuses then the returning member must certify the return and have it witnessed. If the prisoner is turned over to another agency, a member of that agency will sign for the property.

E1.4.14 Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded, in addition to all detention facility inspections required by these standards.

Notes: The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.

Central Saanich Police Service Reference: Policy 0120, Section 1; Policy 0130, Procedures 1.2 and 1.3

FINDING: STANDARD NOT MET IN PRACTICE (MET IN POLICY)

Comments: Written policy requires the recording of significant and unusual events and the documentation of all inspections of the facility. In practice, a journal is kept and a review of its contents revealed that although significant or unusual occurrences are being recorded, detention facility inspections are not.

RECOMMENDATION:

5. The Central Saanich Police Service ensure detention facility inspections are documented, as per Standard E1.4.14.

E1.5 MEDICAL AND HEALTH CARE SERVICES

E1.5.1 Written policy identifies the policies and procedures to be followed when a prisoner is in need of medical assistance.

Notes: The intent of this standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 7.2(1)

FINDING: STANDARD MET

Comments: Written policy requires that prior to entering the jail, all prisoners must be examined for visible signs of injury and that the injuries must be recorded on the booking sheet. The Watch Commander is accountable and must be notified in the event of a prisoner requiring medical assistance. Written policy indicates that all complaints of illness and injury must be taken seriously, recorded in the log, and appropriate care provided. The prisoner is taken to the hospital if the department's on-call physician is unavailable.

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 7.3

FINDING: STANDARD MET*

Comments: A first aid kit is located in the booking area. It contains the usual items, including antiseptic, pressure bandages, tape, airway, etc.

E1.4.12 Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.

Notes: The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 2.5(1)

FINDING: STANDARD MET

Comments: In the event of a mass arrest, written policy designates the Watch Commander in charge of the situation. In addition, the policy states that the assistance of other departments should be considered along with the issuing of appearance notices (i.e., Promise to Appear).

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Comments: Written policy requires that prior to entering the jail, all prisoners must be examined for visible signs of injury and that the injuries must be recorded on the booking sheet. The Watch Commander is accountable and must be notified in the event of a prisoner requiring medical assistance. Written policy indicates that all complaints of illness and injury must be taken seriously, recorded in the log, and appropriate care provided. The prisoner is taken to the hospital if the department's on-call physician is unavailable.

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Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 7.3

FINDING: STANDARD MET*

Comments: A first aid kit is located in the booking area. It contains the usual items, including antiseptic, pressure bandages, tape, airway, etc.

* Although a first aid kit is located within the detention facility, a review of the log revealed no entries indicating that it has been inspected and replenished as required.

RECOMMENDATION:

See Recommendation #5 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.

Notes: Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 7.4(1)

FINDING: STANDARD MET

Comments: Written policy designates the Watch Commander responsible for administering pharmaceuticals, in accordance with the doctor's instructions. All medical treatments are recorded in the logbook.

E1.5.4 Written policy establishes procedures to be followed when a prisoner has an infectious disease.

Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 4.2(1), 7.1(1) and 7.5(1)

FINDING: STANDARD MET

Comments: In the case of a prisoner with an infectious disease, written policy requires:

- Care to be exercised;
- The Watch Commander to be notified;
- Logbook entries made;
- The prisoner to be segregated; and
- After use the cell is to be secured and a professional cleaning firm called to treat the cell prior to the next use. Body fluids are to be cleaned up with a hospital disinfectant. If a large area has been affected then the cell is to sealed off and the Watch Commander notified.

E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.

Notes: The intent of the standard is that prisoners receive appropriate medical attention.

Central Saanich Police Service Reference: Policy 0130, Section 1

FINDING: STANDARD NOT MET

Comments: Written policy states the department shall provide for the special handling, treatment and close observation of persons who are of questionable consciousness. However, there are no procedures describing the action to be taken.

RECOMMENDATION:

6. The Central Saanich Police Service develop written procedures to deal specifically with prisoners of questionable consciousness, as per Standard E1.5.5.

E1.6 POLICE RESPONSIBILITIES REGARDING PRISONERS

E1.6.1 Written policy requires that a prisoner's opportunity for lawful release from custody is not impeded.

Notes: The intent of the standard is to ensure compliance with the Criminal Code and Charter of Rights and Freedoms.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 6.3(1)

FINDING: STANDARD MET

Comments: Written policy designates the Watch Commander responsible for the lawful release of prisoners and requires that release shall not be impeded or obstructed by unlawful means.

E1.6.2 Written policy ensures confidential access to counsel.

Notes: Every effort should be made to ensure privacy in contacts between counsel and their clients.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 6.1

FINDING: STANDARD MET

Comments: Written policy requires care to be taken to ensure that prisoners gain confidential access to counsel. Access to counsel is to be noted in the logbook.

* Although a first aid kit is located within the detention facility, a review of the log revealed no entries indicating that it has been inspected and replenished as required.

RECOMMENDATION:

See Recommendation #5 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.

Notes: Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

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Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

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- Care to be exercised;
- The Watch Commander to be notified;
- Logbook entries made;
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Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 6.3(1)

FINDING: STANDARD MET

Comments: Written policy designates the Watch Commander responsible for the lawful release of prisoners and requires that release shall not be impeded or obstructed by unlawful means.

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Notes: Every effort should be made to ensure privacy in contacts between counsel and their clients.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 6.1

FINDING: STANDARD MET

Comments: Written policy requires care to be taken to ensure that prisoners gain confidential access to counsel. Access to counsel is to be noted in the logbook.

E1.6.3 Written policy sets forth procedures for a prisoner's access to a telephone, telephone directory and legal aid assistance.

Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedure 6.1(1)

FINDING: STANDARD MET

Comments: Written policy requires assistance to be given to prisoners to contact counsel and that a telephone book, telephone and legal aid directory be made available. The Watch Commander is responsible for ensuring that all reasonable assistance is provided.

Interviews with staff indicated that all items required by the Standard are provided to prisoners as a matter of course.

E1.6.4 Three meals are provided to all prisoners in the facility during each 24 hour period.

Notes: No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 6.2(1)

FINDING: STANDARD MET

Comments: Written policy designates the Watch Commander responsible for ensuring that prisoners are fed three meals a day at normal meal times. Interviews with staff indicate that meals are obtained from a local restaurant and that special meals for individuals with particular dietary needs are obtained, when necessary.

E1.7 SUPERVISION OF PRISONERS

E1.7.1 Written policy requires the constant monitoring of prisoners by department staff.

Notes: Constant monitoring is essential for maintaining security and ensuring the safety and welfare of prisoners.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 3(3) and 5.1(1)

FINDING: STANDARD MET*

Comments: The facility has video cameras monitoring the sallyport, the booking area and both cells. In addition to video monitoring, the guard is required to conduct a physical check every 15 minutes and to document the check in the facility logbook.

The new policy requires that a closed circuit television monitoring and audio system be installed that will be observed in the Communication Centre. The new policy states that the Watch Commander will be responsible for ensuring that prisoners are properly monitored.

* The monitoring capabilities of the sallyport and the booking area are satisfactory; however, visibility within the cells is poor (the camera range is not sufficient to reach the back of the cells).

E1.7.2 Written policy requires that each prisoner be visually checked frequently by department staff.

Notes: Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the purpose of this standard a visual check does not include video surveillance.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 1.3(1) and 5.1(2)

FINDING: STANDARD MET

Comments: Written policy requires that the guards visually check the prisoner at 15 minute intervals (more frequently if required) and that the checks be recorded in the prisoner logbook. A review of the log indicates that checks are made in the 10 to 20 minute range. Central Saanich employs on-call guards and interview results indicate that prisoners are not left unattended while guards are en route.

* Written policy does not provide for closer surveillance of prisoners who may be a security risk.

E1.7.3 Written policy specifies procedures when prisoners are supervised by a staff member of the opposite sex.

Notes: It is inappropriate for staff to supervise prisoners of the opposite sex. Staff should be advised of procedures to be followed in these cases when the appropriate staff are not available.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 2.3(1) and 5.2(1)

E1.6.3 Written policy sets forth procedures for a prisoner's access to a telephone, telephone directory and legal aid assistance.

Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedure 6.1(1)

FINDING: STANDARD MET

Comments: Written policy requires assistance to be given to prisoners to contact counsel and that a telephone book, telephone and legal aid directory be made available. The Watch Commander is responsible for ensuring that all reasonable assistance is provided.

Interviews with staff indicated that all items required by the Standard are provided to prisoners as a matter of course.

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FINDING: STANDARD MET

Comments: Written policy states that only under exceptional circumstances are prisoners to be supervised by guards of the opposite sex. The policy requires that, where possible, a member of the same sex be present during the booking process. When a guard of the same sex is not available, care must be taken to ensure dignity and privacy and there is to be no physical contact between prisoner and guard.

Interviews with staff indicate that generally a guard is called if there is a male prisoner and a matron if there is a female prisoner. However, if the situation warrants they will guard prisoners of the opposite sex.

E1.7.4 Written policy governs prisoners' visitations and describes procedures for registering visitors to the facility and for searching visitors.

Notes: Prisoners may be permitted visitors consistent with security and operational considerations.

Central Saanich Police Service Reference: Policy 0130, Section 1, Procedures 8(1)

FINDING: STANDARD MET

Comments: Written policy states that visitors are allowed only in unusual circumstances and with the permission of the Watch Commander. No physical contact is allowed. The visitor must submit to a search prior to the visit and be in constant view of a staff member during the visit. Details of the visit are logged.

FINDING: STANDARD MET

Comments: Written policy states that only under exceptional circumstances are prisoners to be supervised by guards of the opposite sex. The policy requires that, where possible, a member of the same sex be present during the booking process. When a guard of the same sex is not available, care must be taken to ensure dignity and privacy and there is to be no physical contact between prisoner and guard.

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PART 3: SUMMARY

The current Central Saanich Police Service detention facility is reasonably well designed and has a number of good features. For instance, each cell has a common area in front of it that allows guards to examine the cell and any prisoners without the need to put themselves within reach of a prisoner.

Central Saanich is in the process of developing a new detention facility; new policies have been created in anticipation of its completion. The new facility is expected to be completed in 2001. The new facility should be an improvement in terms of control and surveillance of those incarcerated.

The detention facility is generally well run. In most respects, both patrol officers and guards are well informed about jail procedures and aware of their responsibilities with respect to the detention facility.

Of the 35 Standards set out in Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia*, the Central Saanich Police Service failed to meet five. Two of the five unmet Standards can easily be corrected through revision of written policy (E1.4.14 and E1.5.5).

Central Saanich's written policy requires a logbook to be kept for documenting significant or unusual occurrences and detention facility inspections (E1.4.14). In practice, a review of the logbook revealed that while significant or unusual occurrences are documented, facility inspections are not.

Similarly, while Central Saanich's written policy does require the documentation of the testing of fire protection equipment (E1.3.3), weekly security inspections (E1.4.3), and the inspection of the first aid kit (E1.5.2), the evaluation team did not find any documentation of these inspections in the logbook. For this reason, it is unclear whether these inspections are taking place or not. The department should ensure that these inspections are being conducted as per the applicable Standards and that they are documented in the logbook.

Written policy also needs to be updated to provide procedures for dealing with prisoners of questionable consciousness (E1.5.5). Although policy states that the department will provide for the handling of prisoners of questionable consciousness, there are no procedures detailing what is to occur in these circumstances.

The department can meet standard E1.3.4 by posting the emergency evacuation plan within the detention facility. Standard E1.4.4 requires a security alarm system to be linked to a designated control point. Although this system does not exist in the present facility, the new policy states that one will be installed in the new facility. The department should ensure that this system is installed.

Of more concern to the evaluation team was the questionnaire finding that 50% of patrol officer respondents "never" secure their weapon upon entry to the detention facility (E1.4.1). The new policy needs to be updated to require all members to secure their weapon prior to entering the detention facility, regardless of whether they enter through the building or the sallyport. Further, the department needs to ensure that all police officers are aware of their responsibility to secure their weapon so that the intent of this Standard can be met.

Finally, even though the Central Saanich detention facility met the Standards requiring video equipment and monitoring, the evaluation team is concerned with the quality of these images. The design of the present facility is not favourable to effective placement of the cameras. The cells are too far away from the cameras and the lighting in the cells, while sufficient for prisoners, is not sufficient for detailed and vivid images. It is hoped that the new facility improves upon this situation.

Follow Up

The largely successful evaluation of the Central Saanich detention facility negates the need for a follow up site visit to the Central Saanich jail. The department should make it a priority to ensure that police officers secure their weapons upon entering the detention facility, to prevent avoidable accidents.

The Central Saanich Police Service is asked to address within six months of receipt of this report the recommendations made with respect to adherence to provincial policing Standards. Copies of revised written policy and/or documentation stating that required actions have been made, or are anticipated to be made, should be provided to Police Services Division as required by the MPE consultation process approved by the British Columbia Association of Municipal Chiefs of Police.

A summary of recommendations requiring follow up by the Central Saanich Police Service are:

1. The Central Saanich Police Service *consider* developing written policy clearly addressing access to the facility, as per Standard E1.1.2.

2. The Central Saanich Police Service post the emergency evacuation plan, as per Standard E1.3.4.

3. The Central Saanich Police Service revise written policy to require that all police officers, regardless of the entry point, secure their firearms prior to entering the detention facility, as per Standard E1.4.1.

4. The Central Saanich Police Service install a security alarm linked to a designated control point, as per Standard E1.4.4.

5. The Central Saanich Police Service ensure detention facility inspections are documented, as per Standard E1.4.14.

The Central Saanich Police Service develop written procedures to deal specifically with prisoners of questionable consciousness, as per Standard E1.

APPENDIX D

MUNICIPAL POLICE EVALUATION:

DELTA POLICE DEPARTMENT
DETENTION FACILITIES

BRITISH
COLUMBIA

Ministry of Public Safety and Solicitor General
Public Safety and Regulatory Branch
Police Services Division

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Part 1: Introduction

Municipal Police Evaluations (MPE)

Prior to 1998, inspection of the independent municipal police departments was within the mandate of the BC Police Commission (BCPC). The BCPC inspections (commonly known as audits) comprised two components: compliance with standards of policing, and a comprehensive examination of the department environment including such areas as departmental morale and management skills and style. Compliance with standards of policing was facilitated by the adoption of provincial policing standards in 1992. The BCPC published these standards in the document entitled, *Provincial Standards for Municipal Police Departments in British Columbia* (hereafter referred to as the Standards). The Standards evolved from a joint venture between the BCPC and the British Columbia Association of Municipal Chiefs of Police. The stated purpose of the Standards is to "identify minimum acceptable standards for police, facilitating uniform policing standards among departments in the province, benefiting both the police and the public."[1]

In July, 1998, following the dissolution of the BCPC, Police Services Division (PSD), Public Safety and Regulatory Branch assumed responsibility for inspection of the 12 independent municipal police departments. The mandate was codified in s.40(1)(a) of the Police Act (R.S.B.C. 1998) as follows:

> 40(1) …the director <*of Police Services Division*> has the following functions:
> (a) to inspect and report on the quality and standard of policing and law enforcement services including but not limited to:
> (iv) inspecting policing and law enforcement operations and procedures,
> (v) evaluating programs for
> (a) training persons who intend to become police officers
> (b) training officers
> (c) re-training officers, and
> (d) training officers who are eligible for advanced training and
> (vi) evaluating standards of policing and law enforcement.

PSD took an opportunity to revisit the BCPC municipal police department audit procedure following receipt of responsibility for these inspections. BCPC audit procedures had not been revised for many years, and municipal police chiefs had expressed concerns around the usefulness of these procedures. A review of the BCPC audit process, undertaken during 1999, involved extensive consultation with municipal police departments. A new model for conducting inspections of the 12 independent municipal police departments was implemented during 2000. To distinguish the new model from the previous BCPC audits, the process is referred to as Municipal Police Evaluations (MPEs).

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[1] *The Provincial Standards for Municipal Police Departments in British Columbia, BCPC page 9.*

The fundamental principles underlying the MPE model are:

- The Municipal Police Evaluation process reflects the statutory mandate of the Director of Police Services Division to ensure the delivery of adequate policing services in the province.
- Evaluating police services is a collaborative effort between municipal police departments and Police Services Division.
- Police Services Division assumes a lead role in the Municipal Police Evaluation process.
- The Municipal Police Evaluation process protects the fundamental values of policing including the independence of policing and its arm's length relationship with government.
- The Municipal Police Evaluation model limits the autonomy of the evaluation team.

The most fundamental procedural difference between the BCPC audit process and the new MPE model is the scope of each review. Under the BCPC process, all aspects of one municipal department were reviewed extensively and a report was produced that dealt exclusively with that department. Each year, generally two to three BCPC audits were completed; consequently, four to six years could elapse between audits for each municipal police departments. In contrast, under the new MPE process, one aspect of policing is reviewed at all twelve municipal departments during each evaluation. The scope of the evaluation is narrowed so that all departments can participate in each review. In short, one aspect of policing is chosen for the evaluation (e.g., detention facilities), and the evaluation is conducted across all municipal police departments during the same time period. Similar to the BCPC audits, it is anticipated that two to three MPEs will be conducted in the province each year.

The MPE model comprises two types of evaluation:

- Compliance of municipal police departments with specific *Provincial Standards for Municipal Police Departments in British Columbia*. For example, compliance to Standards concerning detention facilities; and
- Specific program/policy review. For example, review of Emergency Response Team programs. As a specific program/policy is evaluated, Standards associated with the program/policy will also be reviewed and verified.[2]

MPE topics are selected each year following a consultative process between the MPE Working Committee (comprised of representatives from municipal police departments and

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[2] PSD proposes to conduct a review of provincial policing standards as a separate project in the future. In the meantime, as the new model is implemented, compliance with existing associated provincial standards will be undertaken as stated in the model.

PSD staff) and the MPE Steering Committee (membership includes three municipal Chiefs of Police, a representative from the BC Association of Police Boards, and the Director of Police Services).

Methodology

There are twelve independent municipal police departments in British Columbia: Abbotsford, Central Saanich, Delta, Esquimalt, Nelson, New Westminster, Oak Bay, Port Moody, Saanich, Vancouver, Victoria and West Vancouver. Eleven of these were included in the MPE of detention facilities. The evaluation of the Vancouver Police Department's (VPD) detention facilities was deferred.

The evaluation team consisted of two PSD staff and an experienced contractor. The contractor was a retired VPD inspector with 30 years policing experience.

For a more detailed discussion of methodology, please see pages 11 through 16 of the *Provincial Profile Report*.

In Part 2 of this report, the results for your department are discussed. Included in the report are a brief discussion of the MPE process at your department, a department description, the findings of the Standards review, and a summary of findings.

PART 2: FINDINGS

MPE Process at the Delta Police Department

The evaluation team conducted the site visit at the Delta Police Department in May 2000 over a three-day period. The Delta Police Department was the "pre-test" department for this review. During the site visit, fourteen interviews were conducted, including four with police managers, three with police constables, five with jail guards and two with dispatchers.

Overall, 91 questionnaires were sent to the department prior to the site visit. Of these, 63% were returned. The response rate for patrol officers was slightly higher than guards (64% of patrol officers vs. 56% of guards).

The Delta Police Department

The Delta Police Department is responsible for providing police services to the City of Delta. Delta's 1999 population was 101,105 persons. The department had an authorized strength of 138 police officers in 1999 and operated at full strength during that year.

In 1999, there were 7,039 *Criminal Code* offences reported to police in Delta. This represents a decrease of 6% over 1998. In the ten-year period between 1990 and 1999, the number of reported criminal offences in Delta fluctuated somewhat. However, the number of offences reported in 1999 represents a decrease of 22% from 1990. Moreover, Delta's 1999 crime rate of 70 offences per 1,000 persons represents a decrease of 30% from the rate reported 10 years earlier.

The Delta Police Department Detention Facility

The Delta Police Department detention facility is located on the bottom floor of the Delta Police building. The facility consists of 15 cells: six for males, three for females, four for young offenders, one Special Observation Unit and one holding cell. The Delta Police Department detention facility lodges an average of 1,209 prisoners per year, based on data from 1995 to 1999.

The facility consists of a cell area in the shape of a "U" with the booking area at the open end of the "U". The 15 cells, including a Special Observation Unit, are located on either side of the "U" corridor. The cells can be divided into three separate and distinct areas to enable female, youth and male prisoners to be housed separately. Three cells are considered high security cells as they have solid doors and no bars; the remaining cells have bars. Also located in the cell area are an interview room, a BTA room, a kitchen, a fingerprint room and a storage area. The booking area has an interview room and a BTA room on one side and a holding cell on the other side. Cells have slip proof floors and paper coveralls are available for prisoners whose clothing may have become damaged or seized as part of an investigation.

There are four access points to the facility, all leading into the booking area:

- Through the interior corridor from the administration and operations area;
- Through each of the two sallyports; and
- Directly from outside.

Staff in the facility consists of a Head Guard who works day shift Monday through Friday, and on-call guards who are called in if a prisoner is brought into cells during the evening or on the weekend. The Head Guard has trained three of the on-call guards to take his place in the event of leave and illness. All guards must have a first aid and CPR certificate prior to being hired and the Head Guard has designed an extensive in-house training program for his staff. Five guards, including the Head Guard, were interviewed; all were consistent in their approach to the guarding function, indicating a good knowledge base, and demonstrating a professional attitude and pride in the facility.

Standards Review

Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia* sets out the Standards for detention facilities. These Standards comprise the basis of this evaluation. The results of the questionnaires, interviews, policy and procedure review, and physical inspection have been incorporated into the discussion below. Each Standard is set out and followed by the findings and recommendations where appropriate.

For each Standard, four findings are possible. These include:

Standard Met – the department meets the provincial Standard both in written policy (where required) and in practice. No departmental action required.

Standard Met in Practice (Not Met in Policy) – although the written policy is lacking (either insufficient to meet the Standard or absent from the documentation provided to the evaluation team), the review reveals that the department is meeting the Standard in the day-to-day activities of the detention facility. Generally, this finding requires that the department revise written policy.

Standard Not Met in Practice (Met in Policy) – although the written policy is sufficient to meet the requirements of the Standard, the review reveals that the department does not meet the intent of the Standard in the day-to-day activities of the detention facility. This is a more significant finding than a finding that a particular Standard is met in practice (but not in policy) because it indicates that the department is deficient in fulfilling the intent of the Standard. Generally, this finding requires that the department revise current practice.

Standard Not Met – This finding indicates that the department does not meet the Standard in written policy (where required) or in current practice. This finding requires the department to provide written policy (where required) and ensure current practice meets the intent of the Standard.

Where a Standard is not met (for any reason), this finding will be followed by a recommendation for resolution.

On occasion, a recommendation may be made even if a particular Standard is met both in policy and practice. In these recommendations, departments are asked to *consider* taking a particular action.

E1.1 MANAGEMENT

E1.1.1 Written policy establishes responsibility for the operation and maintenance of the detention facility.

Notes: The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.

Delta Police Department Reference: Policy 0120, Sections 3.1-3.2

FINDING: STANDARD MET

Comments: Administratively, the Head Guard is responsible through the Corporal to the Inspector i/c of the Administration Branch. Operationally, all guards are responsible to the on-duty Staff Sergeant.

E1.1.2 Written policy governs access of persons to the detention facility.

Notes: Policy should address access to the facility by police, counsel, family and others.

Delta Police Department Reference: Policy 0120, Sections 3.3–3.8

FINDING: STANDARD MET

Comments: All access to the detention facility requires the Duty Staff Sergeant's authorization, with the exception of Delta police members and Sheriff's Deputies while transporting detained prisoners. The department relies on the Duty Staff Sergeant's discretion as to whether or not access should be granted to other persons.

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E1.2 PHYSICAL PLANT

E1.2.1 Detention facilities provide the following minimum conditions for prisoners:

- **sufficient lighting;**
- **circulation of air in accordance with local public health standards;**
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding for each prisoner held in excess of eight hours.**

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

Delta Police Department Reference: No written policy required.

FINDING: STANDARD MET

Comments: Each cell has: sufficient lighting (four cells have a dimmer switch); its own exhaust vent which removes air from the cell, venting it outside (the venting system has an auxiliary generator should the power go off); and a toilet, wash basin and drinking water, contained in a single unit of stainless steel construction. A shower is available in the facility. Each cell has one metal bunk and mattress and blankets are provided.

Delta is the only municipal police department with an official capacity (75 persons) for its detention facility. As the facility has 15 cells, cell capacity could reach five persons per cell. This may present a problem for the department should prisoners be held for more than a few hours; however, interview and data sources indicate that capacity seldom exceeds the number of cells.

E1.3 SAFETY AND SANITATION

E1.3.1 Written policy describes fire prevention practices and procedures for the detention facility.

Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire.

Delta Police Department Reference: Policy 0140, Sections 1.1, 3.5–3.17

FINDING: STANDARD MET

Comments: Delta has a written fire prevention plan covering major and minor fires and fire prevention. The plan includes evacuation procedures and identifies available equipment.

E1.3.2 The type and location of fire protection equipment is approved in writing by provincial or local fire officials.

Notes: The intent of this Standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

Delta Police Department Reference: Policy 0140, Section 1.1, 3.5

FINDING: STANDARD MET

Comments: Delta Police Department's Professional Standards Co-ordinator advised the evaluation team that the Delta Fire Department had completed the annual inspection of the Delta Police Department building. If the inspection is successful, then a report is not submitted, as was the case with regard to the last annual inspection.

E1.3.3 Written policy requires the documented inspection and testing of fire protection equipment in accordance with documented applicable regulations and legislation.

Notes: The intent of this Standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

Delta Police Department Reference: Policy 0140, Sections 1.1, 3.5

FINDING: STANDARD MET

Comments: The testing and documented inspection of fire protection equipment is outlined in the written policy. Five fire extinguishers are located within the facility, all accessible and well positioned to prevent tampering. They are maintained by a contracted company and were last examined in March 2000.

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

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Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

Delta Police Department Reference: No written policy required.

FINDING: STANDARD NOT MET

Comments: There is a written emergency evacuation plan in the detention facility's files; however, it was not posted (apparently it was removed inadvertently just prior to the evaluation team's visit and not replaced).

Emergency exits are signed. Four exits are available: one directly outside, one to the building corridor and two through the security bays.

* There are no provisions in the evacuation plan for first aid or hospital transportation; however, a first aid kit is in the booking area and the hospital is only a short distance away.

RECOMMENDATION:

1. The Delta Police Department post the emergency evacuation plan, as per Standard E1.3.4.

E1.3.5 Written policy requires a sanitation inspection of the facility.

Notes: The intent of this Standard is to ensure prisoners and staff are not exposed to unsanitary conditions.

Delta Police Department Reference: Policy 0120, Section 1.1, Policy 0130, Sections 3.2–3.7

FINDING: STANDARD MET

Comments: Written policy states that the cells are to be examined daily for sanitary purposes and that these inspections are to be noted in the daily log. When a prisoner has vacated a cell, the cell is left open by the guard with the mattress laid down to signal to maintenance staff that the cell requires cleaning. When cleaning is complete the mattress is left leaning against the wall. Cells that have been contaminated are labelled with a red tag and not used until they are decontaminated. Blankets from a contaminated cell are placed in a special red bag for decontamination. The process is fully documented by the Head Guard.

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: Exceptions to the Standard may be made in emergency situations.

Delta Police Department Reference: Policy 0130, Section 3.60

FINDING: STANDARD MET

Comments: Four keyed lock boxes for handguns are positioned in each security bay and in the corridor outside the interior entrance to the facility. Interview findings indicate that handguns are regularly secured as per the written policy.

E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

Notes: The policy should indicate who is responsible for making this security check.

Delta Police Department Reference: Policy 0130, Section 3.12

FINDING: STANDARD MET*

Comments: Written policy requires the guard to perform the security check and to note it in the daily log.

* It is important to note that the questionnaire results indicated that department respondents were somewhat confused as to who was responsible for conducting the security checks of unoccupied cells. Some questionnaire respondents were of the opinion that the guards were responsible for security checks while others were of the opinion that responsibility lay with the patrol officers. Moreover, almost 20% of respondents stated that they did not know who was responsible for conducting security checks. Nevertheless, it appeared during the interview process and the review of appropriate documentation that security checks of the cells were conducted therefore the intent of the Standard was met.

RECOMMENDATION:

2. The Delta Police Department *consider* reminding patrol officers and guards of the content and intent of Standard E1.4.2.

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.

Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

Delta Police Department Reference: Policy 0130, Section 3.13

FINDING: STANDARD MET

Comments: Written policy states that the Head Guard is responsible for the weekly security check and requires the check to be noted in the log.

FINDING: STANDARD NOT MET

Comments: There is a written emergency evacuation plan in the detention facility's files; however, it was not posted (apparently it was removed inadvertently just prior to the evaluation team's visit and not replaced).

Emergency exits are signed. Four exits are available: one directly outside, one to the building corridor and two through the security bays.

* There are no provisions in the evacuation plan for first aid or hospital transportation; however, a first aid kit is in the booking area and the hospital is only a short distance away.

RECOMMENDATION:

1. The Delta Police Department post the emergency evacuation plan, as per Standard E1.3.4.

E1.3.5 Written policy requires a sanitation inspection of the facility.

Notes:* *The intent of this Standard is to ensure prisoners and staff are not exposed to unsanitary conditions.

Delta Police Department Reference: Policy 0120, Section 1.1, Policy 0130, Sections 3.2–3.7

FINDING: STANDARD MET

Comments: Written policy states that the cells are to be examined daily for sanitary purposes and that these inspections are to be noted in the daily log. When a prisoner has vacated a cell, the cell is left open by the guard with the mattress laid down to signal to maintenance staff that the cell requires cleaning. When cleaning is complete the mattress is left leaning against the wall. Cells that have been contaminated are labelled with a red tag and not used until they are decontaminated. Blankets from a contaminated cell are placed in a special red bag for decontamination. The process is fully documented by the Head Guard.

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: Exceptions to the Standard may be made in emergency situations.

Delta Police Department Reference: Policy 0130, Section 3.60

FINDING: STANDARD MET

Comments: Four keyed lock boxes for handguns are positioned in each security bay and in the corridor outside the interior entrance to the facility. Interview findings indicate that handguns are regularly secured as per the written policy.

E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

Notes:* *The policy should indicate who is responsible for making this security check.

Delta Police Department Reference: Policy 0130, Section 3.12

FINDING: STANDARD MET*

Comments: Written policy requires the guard to perform the security check and to note it in the daily log.

* It is important to note that the questionnaire results indicated that department respondents were somewhat confused as to who was responsible for conducting the security checks of unoccupied cells. Some questionnaire respondents were of the opinion that the guards were responsible for security checks while others were of the opinion that responsibility lay with the patrol officers. Moreover, almost 20% of respondents stated that they did not know who was responsible for conducting security checks. Nevertheless, it appeared during the interview process and the review of appropriate documentation that security checks of the cells were conducted therefore the intent of the Standard was met.

RECOMMENDATION:

2. The Delta Police Department *consider* reminding patrol officers and guards of the content and intent of Standard E1.4.2.

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.

Notes:* *All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

Delta Police Department Reference: Policy 0130, Section 3.13

FINDING: STANDARD MET

Comments: Written policy states that the Head Guard is responsible for the weekly security check and requires the check to be noted in the log.

E1.4.4 There is a security alarm system linked to a designated control point.

Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

Delta Police Department Reference: Policy 0130, Sections 3.14–3.16

FINDING: STANDARD MET

Comments: There are two panic alarms located in the booking area. In addition, guards carry a personal panic alarm. The alarm overrides the building public address system, ensuring that the alarm will be heard.

E1.4.5 There is a video surveillance and recording system for all prisoner booking areas.

Notes: The intent of the Standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.

Delta Police Department Reference: Policy 0130, Sections 3.17–3.19

FINDING: STANDARD NOT MET

Comments: Although written policy addresses upgrades to Delta's detention facility video surveillance system, the current system is not sufficient. There is a camera in the booking area; however, it does not cover the entire booking area – the areas near the outside exit, the exit to the building corridor and in front of the counter cannot be captured.

* With the exception of the holding cell, all cells have video surveillance and the capacity for recording; however, taping does not occur unless there is a specific request. As a consequence, it is possible that some incidents that require taping will be missed.

RECOMMENDATION:

3. The Delta Police Department add sufficient extra video surveillance cameras to the booking area to enable the complete area to be covered, as per Standard E1.4.5.

E1.4.6 Written policy describes procedures to be followed in the event of an escape.

Notes: The procedures to be followed if an escape occurs should be made known to all facility personnel.

Delta Police Department Reference: Policy 0140, Sections 3.1–3.4

FINDING: STANDARD MET

Comments: Policy refers to the responsibilities of the guard, the Duty NCO and the Communication Centre in the event of an escape. Interview findings confirm that Delta Police Department personnel understand their roles in the event of an escape.

E1.4.7 Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.

Notes: The policy should specify which items may be retained by the prisoner.

Delta Police Department Reference: Policy 0130, Sections 3.20–3.25

FINDING: STANDARD MET*

Comments: Policy states that the booking police officer is responsible for the search and the guard may assist. Policy is specific as to what items are to be taken from the prisoners and requires an itemized inventory.

* Written policy does not specify which items may be retained by the prisoner.

E1.4.8 A booking form is completed for every person booked into the facility and contains the following information to the extent permitted by law:

- **arrest information;**
- **apparent physical and psychological condition;**
- **medications taken by prisoner;**
- **property inventory and disposition; and**
- **prisoner profile coding.**

Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

Delta Police Department Reference: Policy 0130, Section 1.1

FINDING: STANDARD MET

Comments: Policy requires all conditions of the Standard be met. The booking sheet contains information on all topics covered in the Standard. Delta's computerized booking system facilitates the proper completion of booking forms.

E1.4.4 There is a security alarm system linked to a designated control point.

***Notes:** Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.*

Delta Police Department Reference: Policy 0130, Sections 3.14–3.16

FINDING: STANDARD MET

Comments: There are two panic alarms located in the booking area. In addition, guards carry a personal panic alarm. The alarm overrides the building public address system, ensuring that the alarm will be heard.

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***Notes:** The intent of the Standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.*

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FINDING: STANDARD NOT MET

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RECOMMENDATION:

3. The Delta Police Department add sufficient extra video surveillance cameras to the booking area to enable the complete area to be covered, as per Standard E1.4.5.

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- **arrest information;**
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Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

Delta Police Department Reference: Policy 0130, Section 1.1

FINDING: STANDARD MET

Comments: Policy requires all conditions of the Standard be met. The booking sheet contains information on all topics covered in the Standard. Delta's computerized booking system facilitates the proper completion of booking forms.

E1.4.9 Written policy requires that young persons are detained separately from adult prisoners.

Notes: Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.

Delta Police Department Reference: Policy 0130, Section 3.26

FINDING: STANDARD MET

Comments: Written policy is sufficient. The facility has four cells designated for youth and they are separated from the remainder of the facility by solid hallway doors.

E1.4.10 Written policy requires that female prisoners are detained separately from male prisoners.

Notes: Female prisoners should be separated by sight and sound from male prisoners.

Delta Police Department Reference: Policy 0130, Section 3.27

FINDING: STANDARD MET

Comments: Written policy is sufficient. The facility has three cells that are designated for women and they are separated from the remainder of the facility by solid hallway doors.

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

Delta Police Department Reference: Policy 0120, Sections 2.2, 3.9–3.15, Policy 0130, Section 1.1

FINDING: STANDARD MET IN PRACTICE (NOT IN POLICY)

Comments: Delta's written procedures describe the use of the Special Observation Unit. In addition to the Special Observation Unit, the facility also has a Basic Observation and Restraining Device that can be used to immobilize an individual.

Although Delta's *policy* requires special handling for all persons described in Standard E1.4.11, it does not specify *procedures* for handling those under the influence of drugs or alcohol. However, interview results indicate that the intent of the Standard is met in practice.

RECOMMENDATION:

The Delta Police Department develop written procedures for handling persons under the influence of drugs and/or alcohol, as per Standard E1.4.11.

E1.4.12 Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.

Notes: The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

Delta Police Department Reference: Policy 0130, Sections 3.35–3.38

FINDING: STANDARD MET

Comments: Policy designates the Duty NCO responsible for arranging for extra personnel and space in the event of a group arrest that exceeds the capacity of the detention facility.

E1.4.13 Written policy governs the return of property to prisoners upon release.

Notes: Property retained for evidentiary or other purposes should be noted on the inventory form.

Delta Police Department Reference: Policy 0130, Sections 3.41–3.44

FINDING: STANDARD MET

Comments: Policy requires all property to be returned except property retained for evidentiary purposes. Prisoners must sign for the return of their property. In addition, guards are to explain the reason for the seizure of property and the process for recovery.

E1.4.14 Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded, in addition to all detention facility inspections required by these Standards.

Notes: The intent of this Standard is to document noteworthy incidents involving prisoners, staff or facilities.

E1.4.9 Written policy requires that young persons are detained separately from adult prisoners.

Notes: Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.

Delta Police Department Reference: Policy 0130, Section 3.26

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Comments: Written policy is sufficient. The facility has four cells designated for youth and they are separated from the remainder of the facility by solid hallway doors.

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Delta Police Department Reference: Policy 0130, Section 3.27

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Notes:* *The intent of this Standard is to document noteworthy incidents involving prisoners, staff or facilities.

Delta Police Department Reference: Policy 0130, Sections 3.9-3.10

FINDING: STANDARD MET

Comments: Policy requires two logs. The first contains information on every person booked into the facility. The second contains information as required by Standard E1.4.14 as well as information regarding meals served and/or refused, and visitors.

E1.5 MEDICAL AND HEALTH CARE SERVICES

E1.5.1 Written policy identifies the policies and procedures to be followed when a prisoner is in need of medical assistance.

***Notes:** The intent of this Standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.*

Delta Police Department Reference: Policy 0130, Sections 3.48–3.51, 3.66, 3.73, 3.74

FINDING: STANDARD MET

Comments: Policy requires all prisoners to be interviewed by the Duty Staff Sergeant prior to lodging in the facility. Subsequent to that interview, if any prisoner becomes ill, the Duty Staff Sergeant is to be notified immediately. It is left to the Duty Staff Sergeant's discretion as to whether the prisoner is removed for medical attention or treated via the facility first aid kit. Guards are required to conduct a visual inspection of prisoners once every 20 minutes and if there is concern for the prisoner (i.e., suicidal tendencies) checks are to be made every eight minutes.

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

***Notes:** First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.*

Delta Police Department Reference: Policy 0130, Sections 3.45–3.47

FINDING: STANDARD MET*

Comments: The facility has a well-stocked first aid kit. Although policy requires a weekly inspection, the Head Guard advises that instead of a weekly check the three primary guards check the kit when they come on-duty and either replace the material used or if they are on night shift leave a note for the day shift guard.

* Although the current practice of more frequent inspections of the first aid kit exceeds the requirements of the Standard, the inspections of the first aid kit do not appear to be documented in the log.

RECOMMENDATION:

4. The Delta Police Department ensure that inspections of the first aid kit are documented, as per Standards E1.5.2 and E1.4.14.

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.

Notes: Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

Delta Police Department Reference: Policy 0130, Sections 3.48–3.51

FINDING: STANDARD MET

Comments: Policy clearly states the criteria necessary for dispensing medication to prisoners. If there is any question regarding the issuance of any pharmaceutical the Duty Staff Sergeant is to be contacted for direction.

E1.5.4 Written policy establishes procedures to be followed when a prisoner has an infectious disease.

Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the Standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

Delta Police Department Reference: Policy 0130, Sections 3.4–3.7

FINDING: STANDARD MET

Comments: The booking sheet contains the VISEN[3] protocol and also requires the booking officer to inquire as to whether or not the prisoner has a contagious or infectious disease.

Policy deals well with the decontamination of cells following occupation by an individual with an infectious disease. The Head Guard is required to maintain a notebook with the particular details of the stay in the cell. Even though written policy does not deal specifically with the notification of those who come in contact with an infectious prisoner, persons could not come into contact with such a prisoner without the guard's knowledge.

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[3] VISEN is a common coding scheme utilized in detention facilities booking sheets to indicate the status of prisoners, i.e., Violent, Infectious, Suicidal, Escape risk, or Normal.

Delta Police Department Reference: Policy 0130, Sections 3.9-3.10

FINDING: STANDARD MET

Comments: Policy requires two logs. The first contains information on every person booked into the facility. The second contains information as required by Standard E1.4.14 as well as information regarding meals served and/or refused, and visitors.

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E1.5.1 Written policy identifies the policies and procedures to be followed when a prisoner is in need of medical assistance.

Notes: The intent of this Standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.

Delta Police Department Reference: Policy 0130, Sections 3.48–3.51, 3.66, 3.73, 3.74

FINDING: STANDARD MET

Comments: Policy requires all prisoners to be interviewed by the Duty Staff Sergeant prior to lodging in the facility. Subsequent to that interview, if any prisoner becomes ill, the Duty Staff Sergeant is to be notified immediately. It is left to the Duty Staff Sergeant's discretion as to whether the prisoner is removed for medical attention or treated via the facility first aid kit. Guards are required to conduct a visual inspection of prisoners once every 20 minutes and if there is concern for the prisoner (i.e., suicidal tendencies) checks are to be made every eight minutes.

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

Delta Police Department Reference: Policy 0130, Sections 3.45–3.47

FINDING: STANDARD MET*

Comments: The facility has a well-stocked first aid kit. Although policy requires a weekly inspection, the Head Guard advises that instead of a weekly check the three primary guards check the kit when they come on-duty and either replace the material used or if they are on night shift leave a note for the day shift guard.

* Although the current practice of more frequent inspections of the first aid kit exceeds the requirements of the Standard, the inspections of the first aid kit do not appear to be documented in the log.

RECOMMENDATION:

4. The Delta Police Department ensure that inspections of the first aid kit are documented, as per Standards E1.5.2 and E1.4.14.

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Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the Standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

Delta Police Department Reference: Policy 0130, Sections 3.4–3.7

FINDING: STANDARD MET

Comments: The booking sheet contains the VISEN[3] protocol and also requires the booking officer to inquire as to whether or not the prisoner has a contagious or infectious disease.

Policy deals well with the decontamination of cells following occupation by an individual with an infectious disease. The Head Guard is required to maintain a notebook with the particular details of the stay in the cell. Even though written policy does not deal specifically with the notification of those who come in contact with an infectious prisoner, persons could not come into contact with such a prisoner without the guard's knowledge.

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[3] VISEN is a common coding scheme utilized in detention facilities booking sheets to indicate the status of prisoners, i.e., Violent, Infectious, Suicidal, Escape risk, or Normal.

E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.

Notes: The intent of the Standard is that prisoners receive appropriate medical attention.

Delta Police Department Reference: Policy 0130, Sections 1.1 and 3.74

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: Interview findings indicate that prisoners of questionable consciousness are treated in an appropriate manner. However, while policy states that the department will provide for the handling of prisoners of questionable consciousness, nothing in the procedures deals specifically with these prisoners (even though the written procedures require the guard to contact the Duty NCO if any prisoner becomes ill).

RECOMMENDATION:

5. The Delta Police Department develop written procedures to deal specifically with prisoners of questionable consciousness, as per Standard E1.5.5.

E1.6 POLICE RESPONSIBILITIES REGARDING PRISONERS

E1.6.1 Written policy requires that a prisoner's opportunity for lawful release from custody is not impeded.

Notes: The intent of the Standard is to ensure compliance with the Criminal Code and Charter of Rights and Freedoms.

Delta Police Department Reference: Policy 0130, Section 3.52

FINDING: STANDARD MET

Comments: Policy specifically states that lawful release is not to be impeded. Notably, the facility will provide a bus ticket to anyone who is not able to obtain transportation.

E1.6.2 Written policy ensures confidential access to counsel.

Notes: Every effort should be made to ensure privacy in contacts between counsel and their clients.

Delta Police Department Reference: Policy 0120, Section 3.6, Policy 0130, Sections 3.53–3.56

FINDING: STANDARD MET

Comments: Policy states that the right to counsel is not to be impeded and sets out how and where the access can take place (i.e., by phone, personal contact, or in the interview room). The following is printed in full view on the facility wall: "Persons arrested or detained have their right to retain and instruct legal council without delay."

E1.6.3 Written policy sets forth procedures for a prisoner's access to a telephone, telephone directory and legal aid assistance.

Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

Delta Police Department Reference: Policy 0130, Section 3.55

FINDING: STANDARD MET

Comments: A telephone directory and the legal aid assistance number are provided in the telephone booth.

E1.6.4 Three meals are provided to all prisoners in the facility during each 24 hour period.

Notes: No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated.

Delta Police Department Reference: Policy 0130, Section 3.77

FINDING: STANDARD MET

Comments: Three meals are served within every 24-hour period except to those persons arrested for being in a state of intoxication (if they have been in custody for less than 14 hours).

E1.7 SUPERVISION OF PRISONERS

E1.7.1 Written policy requires the constant monitoring of prisoners by department staff.

Notes: Constant monitoring is essential for maintaining security and ensuring the safety and welfare of prisoners.

Delta Police Department Reference: Policy 0120, Section 3.12, Policy 0130, Sections 3.17–3.19

FINDING: STANDARD MET

E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.

***Notes:** The intent of the Standard is that prisoners receive appropriate medical attention.*

Delta Police Department Reference: Policy 0130, Sections 1.1 and 3.74

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: Interview findings indicate that prisoners of questionable consciousness are treated in an appropriate manner. However, while policy states that the department will provide for the handling of prisoners of questionable consciousness, nothing in the procedures deals specifically with these prisoners (even though the written procedures require the guard to contact the Duty NCO if any prisoner becomes ill).

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Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

Delta Police Department Reference: Policy 0130, Section 3.55

FINDING: STANDARD MET

Comments: A telephone directory and the legal aid assistance number are provided in the telephone booth.

E1.6.4 Three meals are provided to all prisoners in the facility during each 24 hour period.

Notes: No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated.

Delta Police Department Reference: Policy 0130, Section 3.77

FINDING: STANDARD MET

Comments: Three meals are served within every 24-hour period except to those persons arrested for being in a state of intoxication (if they have been in custody for less than 14 hours).

E1.7 SUPERVISION OF PRISONERS

E1.7.1 Written policy requires the constant monitoring of prisoners by department staff.

Notes: Constant monitoring is essential for maintaining security and ensuring the safety and welfare of prisoners.

Delta Police Department Reference: Policy 0120, Section 3.12, Policy 0130, Sections 3.17–3.19

FINDING: STANDARD MET

Comments: The facility has video surveillance in the booking area, the security bays and every cell. Recording of activity in the detention facility occurs only if requested and with the authorization of the duty NCO. The guards are able to monitor all cells through the video system and the dispatchers are able to monitor certain cells.

E1.7.2 Written policy requires that each prisoner be visually checked frequently by department staff.

***Notes:** Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the purpose of this Standard a visual check does not include video surveillance.*

Delta Police Department Reference: Policy 0130, Section 3.73

FINDING: STANDARD NOT MET IN PRACTICE (MET IN POLICY)

Comments: Delta's written policy states that guards shall visually inspect the prisoners at least three times per hour with a maximum of 20 minutes between inspections. In practice, when guards are on-duty, checks are conducted every 15 minutes. If a prisoner is suicidal or of concern for any other reason, the time between inspections is eight minutes by policy and seven minutes by practice.

Despite having sufficient written policy and generally good practice during the time the guards are present in the facility, the intent of the Standard is not met in practice. The Head Guard works Monday to Friday day shift and all other guards are only called out when a person is arrested and is to remain in custody. When the Head Guard is not on-duty, prisoners are placed in one of the cells that the dispatchers can monitor until a guard arrives. During this time delay – which can last up to an hour (but is regularly much less) – the prisoner is left without a guard. When this situation occurs, the prisoner may not be checked visually until the guard arrives although police supervisors will attempt to check regularly. Even though dispatchers are notified which cell contains the prisoner, on a busy night dispatchers may not be able to monitor the prisoner adequately.

RECOMMENDATION:

6. The Delta Police Department take the necessary steps to ensure that prisoners are visually checked and monitored, as per Standard E1.7.2.

E1.7.3 Written policy specifies procedures when prisoners are supervised by a staff member of the opposite sex.

***Notes:** It is inappropriate for staff to supervise prisoners of the opposite sex. Staff should be advised of procedures to be followed in these cases when the appropriate staff are not available.*

Delta Police Department Reference: Policy 0130, Sections 3.27–3.32

FINDING: STANDARD MET

Comments: Written policy states that only under exceptional circumstances are prisoners to be supervised by guards of the opposite sex. Procedures augment the policy with regard to female prisoners and provide direction should a female guard not be available to supervise. These procedures include taking the prisoner to another facility, calling in a female officer to guard or calling a second male guard to corroborate the other male guard's conduct.

E1.7.4 Written policy governs prisoners' visitations and describes procedures for registering visitors to the facility and for searching visitors.

Notes: Prisoners may be permitted visitors consistent with security and operational considerations.

Delta Police Department Reference: Policy 0120, Sections 3.3–3.8, Policy 0130, Section 3.10

FINDING: STANDARD MET

Comments: Policy governs all visits to the facility (including searches of visitors/prisoners), with authorization resting with the Duty Staff Sergeant. Registration of visitors is the responsibility of the guard.

Comments: The facility has video surveillance in the booking area, the security bays and every cell. Recording of activity in the detention facility occurs only if requested and with the authorization of the duty NCO. The guards are able to monitor all cells through the video system and the dispatchers are able to monitor certain cells.

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FINDING: STANDARD MET

Comments: Policy governs all visits to the facility (including searches of visitors/prisoners), with authorization resting with the Duty Staff Sergeant. Registration of visitors is the responsibility of the guard.

PART 3: SUMMARY

The Delta Police Department detention facility is well run and clean. The jail's design facilitates the movement of prisoners both in and out of the building.

The guards are knowledgeable and well aware of their responsibilities. The Head Guard demonstrated that he is in control of the facility and knows the strengths and weaknesses of the jail. He has designed a training schedule for other guards and is ensuring that guards are trained to replace him during illness or vacation.

Interview and questionnaire results indicate that police personnel are also knowledgeable about jail procedures and aware of their responsibilities with respect to the detention facility.

Of the 35 Standards set out in Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia*, the Delta Police Department failed to meet five. Three of the five unmet Standards can easily be corrected, largely through revision of written policy (E1.3.4, E1.4.11 and E1.5.5).

The main problem noted by the evaluation team with respect to Delta's detention facility concerns the monitoring of prisoners (both by video and physical checks). Although Delta has written policy concerning video surveillance and recording systems for all prisoner booking areas (Standard E1.4.5), and written policy requiring that each prisoner be visually checked frequently (Standard E1.7.2), the evaluation revealed that the intent of these Standards were not met in practice.

Delta's video surveillance system fails to cover the entire booking area and the taping of events in the detention facility does not occur unless specifically requested. Delta's written policy anticipates an upgrade to the video system, however, the current system is not sufficient to meet the intent of the Standard. Delta could meet the intent of Standard E1.4.5 by upgrading its video surveillance and recording systems.

Frequent visual checks of prisoners may be compromised in the Delta jail because – outside of daytime hours, Monday to Friday – guards must be called in to supervise prisoners held in custody. Consequently, a time lapse of up to one hour can occur between the contacting of the guard and his/her arrival at the detention facility. This is a common method of providing guard duties for many municipal police jails therefore the problems inherent in this approach are also commonly experienced. In many departments, including Delta, Communication Centre staff monitor the prisoners via video surveillance until a guard arrives. Due to competing tasks, surveillance of prisoners by Communication Centre staff may not be the best way to ensure that prisoners are frequently checked. Delta could meet the intent of Standard E1.7.2 by ensuring that police managers visually check the prisoners every 20 minutes until a guard arrives at the facility.

Follow Up

The largely successful evaluation of the Delta detention facility negates the need for a follow up site visit to the Delta jail. Moreover, no high-risk areas were identified as requiring immediate response from the department.

As such, the Delta Police Department is asked to address within six months of the receipt of this report the recommendations made with respect to adherence to provincial policing Standards. Copies of revised written policy and/or documentation stating that required actions have been made, or are anticipated to be made, should be provided to Police Services Division as required by the MPE consultation process approved by the British Columbia Association of Municipal Chiefs of Police.

A summary of recommendations requiring follow up by the Delta Police Department are:

1. The Delta Police Department post the emergency evacuation plan, as per Standard E1.3.4.

2. The Delta Police Department *consider* reminding patrol officers and guards of the content and intent of Standard E1.4.2.

3. The Delta Police Department add sufficient extra video surveillance cameras to the booking area to enable the complete area to be covered, as per Standard E1.4.5.

4. The Delta Police Department develop written procedures for handling persons under the influence of drugs and/or alcohol, as per Standard E1.4.11.

5. The Delta Police Department ensure that inspections of the first aid kit are documented, as per Standards E1.5.2 and E1.4.14.

6. The Delta Police Department develop written procedures to deal specifically with prisoners of questionable consciousness, as per Standard E1.5.5.

7. The Delta Police Department take the necessary steps to ensure that prisoners are visually checked and monitored, as per Standard E1.7.2.

APPENDIX E

MUNICIPAL POLICE EVALUATION:

ESQUIMALT POLICE DEPARTMENT DETENTION FACILITIES

BRITISH COLUMBIA

Ministry of Public Safety and Solicitor General
Public Safety and Regulatory Branch
Police Services Division

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Part 1: Introduction

Municipal Police Evaluations (MPE)

Prior to 1998, inspection of the independent municipal police departments was within the mandate of the BC Police Commission (BCPC). The BCPC inspections (commonly known as audits) comprised two components: compliance with standards of policing, and a comprehensive examination of the department environment including such areas as departmental morale and management skills and style. Compliance with standards of policing was facilitated by the adoption of provincial policing standards in 1992. The BCPC published these standards in the document entitled, *Provincial Standards for Municipal Police Departments in British Columbia* (hereafter referred to as the Standards). The Standards evolved from a joint venture between the BCPC and the British Columbia Association of Municipal Chiefs of Police. The stated purpose of the Standards is to "identify minimum acceptable standards for police, facilitating uniform policing standards among departments in the province, benefiting both the police and the public."[1]

In July, 1998, following the dissolution of the BCPC, Police Services Division (PSD), Public Safety and Regulatory Branch assumed responsibility for inspection of the 12 independent municipal police departments. The mandate was codified in s.40(1)(a) of the Police Act (R.S.B.C. 1998) as follows:

> 40(1) …the director <*of Police Services Division*> has the following functions:
> (a) to inspect and report on the quality and standard of policing and law enforcement services including but not limited to:
> (vii) inspecting policing and law enforcement operations and procedures,
> (viii) evaluating programs for
> (a) training persons who intend to become police officers
> (b) training officers
> (c) re-training officers, and
> (d) training officers who are eligible for advanced training and
> (ix) evaluating standards of policing and law enforcement.

PSD took an opportunity to revisit the BCPC municipal police department audit procedure following receipt of responsibility for these inspections. BCPC audit procedures had not been revised for many years, and municipal police chiefs had expressed concerns around the usefulness of these procedures. A review of the BCPC audit process, undertaken during 1999, involved extensive consultation with municipal police departments. A new model for conducting inspections of the 12 independent municipal police departments was implemented during 2000. To distinguish the new model from the previous BCPC audits, the process is referred to as Municipal Police Evaluations (MPEs).

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[1] *The Provincial Standards for Municipal Police Departments in British Columbia, BCPC page 9.*

The fundamental principles underlying the MPE model are:

- The Municipal Police Evaluation process reflects the statutory mandate of the Director of Police Services Division to ensure the delivery of adequate policing services in the province.
- Evaluating police services is a collaborative effort between municipal police departments and Police Services Division.
- Police Services Division assumes a lead role in the Municipal Police Evaluation process.
- The Municipal Police Evaluation process protects the fundamental values of policing including the independence of policing and its arm's length relationship with government.
- The Municipal Police Evaluation model limits the autonomy of the evaluation team.

The most fundamental procedural difference between the BCPC audit process and the new MPE model is the scope of each review. Under the BCPC process, all aspects of one municipal department were reviewed extensively and a report was produced that dealt exclusively with that department. Each year, generally two to three BCPC audits were completed; consequently, four to six years could elapse between audits for each municipal police departments. In contrast, under the new MPE process, one aspect of policing is reviewed at all twelve municipal departments during each evaluation. The scope of the evaluation is narrowed so that all departments can participate in each review. In short, one aspect of policing is chosen for the evaluation (e.g., detention facilities), and the evaluation is conducted across all municipal police departments during the same time period. Similar to the BCPC audits, it is anticipated that two to three MPEs will be conducted in the province each year.

The MPE model comprises two types of evaluation:

- Compliance of municipal police departments with specific *Provincial Standards for Municipal Police Departments in British Columbia*. For example, compliance to Standards concerning detention facilities; and
- Specific program/policy review. For example, review of Emergency Response Team programs. As a specific program/policy is evaluated, Standards associated with the program/policy will also be reviewed and verified.[2]

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[2] PSD proposes to conduct a review of provincial policing standards as a separate project in the future. In the meantime, as the new model is implemented, compliance with existing associated provincial standards will be undertaken as stated in the model.

MPE topics are selected each year following a consultative process between the MPE Working Committee (comprised of representatives from municipal police departments and PSD staff) and the MPE Steering Committee (membership includes three municipal Chiefs of Police, a representative from the BC Association of Police Boards, and the Director of Police Services).

Methodology

There are twelve independent municipal police departments in British Columbia: Abbotsford, Central Saanich, Delta, Esquimalt, Nelson, New Westminster, Oak Bay, Port Moody, Saanich, Vancouver, Victoria and West Vancouver. Eleven of these were included in the MPE of detention facilities. The evaluation of the Vancouver Police Department's (VPD) detention facilities was deferred.

The evaluation team consisted of two PSD staff and an experienced contractor. The contractor was a retired VPD inspector with 30 years policing experience.

For a more detailed discussion of methodology, please see pages 11 through 16 of the *Provincial Profile Report.*

In Part 2 of this report, the results for your department are discussed. Included in the report are a brief discussion of the MPE process at your department, a department description, the findings of the Standards review, and a summary of findings.

PART 2: FINDINGS

MPE Process at the Esquimalt Police Department

The evaluation team visited the Esquimalt Police Department for one day in August 2000. Two interviews were conducted, one with a police manager and one with a patrol constable.

Thirty-five questionnaires were sent to patrol officers at the department prior to the evaluation team's site visit. Of these, 60% were returned. As the Esquimalt Police Department operates a holding facility and not a detention facility, no guards are employed.

The Esquimalt Police Department

The Esquimalt Police Department provides police services to the Municipality of Esquimalt. Esquimalt's 1999 population was 16,423 persons. The department had an authorized strength of 29 police officers in 1999 and operated at full strength during that year.

In 1999, there were 2,134 *Criminal Code* offences reported to police in Esquimalt, representing an increase of 6% over 1998. In the ten-year period 1990 to 1999, the number of offences fluctuated, from a high of 2,777 offences in 1992, to a low of 2,017 offences in 1998. The number of offences reported in 1999 represents an increase of 3% from the number reported in 1990. However, Esquimalt's 1999 crime rate of 80 offences per 1,000 persons represents a decrease of 17% from the rate reported 10 years earlier.

The Esquimalt Police Department is unique in several ways. Police and fire functions are combined; therefore, members have been cross-trained and perform both law enforcement and fire fighting duties. In addition, similar to the Oak Bay Police Department, Esquimalt operates a "holding unit" rather than a detention facility.

The Esquimalt Police Department Holding Facility

The Esquimalt Police Department does not have a detention facility per se; instead it operates a holding facility which consists of two cells. This facility is located at the rear of the first floor of the Esquimalt Public Safety Building. The holding facility is accessed from outside the building through a wire-fenced sallyport, which leads into a short hallway. At the end of the hallway are the two holding cells.

The first cell has a combination toilet and wash basin with a drinking fountain and is monitored by two video cameras. The cameras are monitored from the Communication Centre. The second cell has no facilities. Both rooms are of solid construction with solid doors that can be secured with sliding bolts. The holding area is open to the remainder of the building; consequently, if a prisoner subdued the arresting officer, he would have access to much of the building.

Persons arrested in Esquimalt are transported to either the Esquimalt Police Department's holding unit or to the Victoria Police Department detention facility. Prisoners who become difficult (e.g., exhibit signs of violence) or are arrested for state of intoxication in a public place (SIPP), are transported directly to the Victoria detention facility.

Persons brought to the Esquimalt holding facility generally include: persons involved in incidents that require further investigation; persons to be released on an Appearance Notice or Promise to Appear; or young offenders who are held for pick-up by their parents. Prisoners in the first category may eventually be transported to the Victoria detention facility or be released. According to interview findings, most prisoners are not held for any length of time; however, it is not uncommon for some individuals to be held in the holding facility for a number of hours on busy days.

Standards Review

Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia* sets out the Standards for detention facilities. However, the Esquimalt Police Department is not required to comply with these Standards because it does not hold prisoners until they attend court and therefore does not operate a detention facility.

Although the Standards are not applicable to Esquimalt in the same manner as they are to the other municipal police departments, the evaluation team took an opportunity to visit Esquimalt's facility and conduct a review similar to that performed at the other departments. In the Standards review below, each Standard is followed by comments from the evaluation team. However, unlike the reports for the other independent municipal police departments (except for the Oak Bay Police Department which also contains a holding facility), this report does not contain individual recommendations for revision to Esquimalt's policies and procedures.

The purpose of this report is to provide Esquimalt with information about its holding facility and does not imply that the department is mandated to comply with the Standards. Notwithstanding that fact, and the fact that individual recommendations are not made within the review of Standards, the evaluation team did uncover some problems with the Esquimalt holding facility that may require remedial action on the part of the department. These concerns are outlined in the Summary section of this report.

E1.1 MANAGEMENT

E1.1.1 Written policy establishes responsibility for the operation and maintenance of the detention facility.

Notes: The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.

Comments: There is no written policy designating responsibility for the operation and maintenance of the holding unit. The Deputy Chief Constable advised the evaluation team that he is responsible for making decisions regarding the holding unit.

E1.1.2 Written policy governs access of persons to the detention facility.

Notes: Policy should address access to the facility by police, counsel, family and others.

Comments: Prisoners are held for only a short period of time and are either released or transported to the Victoria Police Department where access is determined by Victoria's policies.

E1.2 PHYSICAL PLANT

E1.2.1 Detention facilities provide the following minimum conditions for prisoners:

- **sufficient lighting;**
- **circulation of air in accordance with local public health standards;**
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding for each prisoner held in excess of eight hours.**

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

Comments: Policy (0120 Section 1.1) states that the "Esquimalt Police Department will provide a detention facility for prisoners that will provide and maintain certain physical and sanitary conditions." However, it is not clear from this statement whether the policy is referring to the Esquimalt holding unit or the Victoria Police Department detention facility, or both.

The Esquimalt holding unit has two holding cells, both of which have sufficient lighting. One room has both air inlet and exhaust vents, while the other has only an exhaust vent. Also, one room has a toilet, wash basin and access to drinking water while the other does

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E1.3 SAFETY AND SANITATION

E1.3.1 Written policy describes fire prevention practices and procedures for the detention facility.

Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire.

Comments: No policy describes fire prevention practices and procedures in the holding area.

E1.3.2 The type and location of fire protection equipment is approved in writing by provincial or local fire officials.

Notes: The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

Comments: The police department and the fire department amalgamated in the Municipality of Esquimalt; nonetheless, the type and location of fire protection equipment has been approved in writing. A fire extinguisher is located on the hallway wall near the holding cells.

E1.3.3 Written policy requires the documented inspection and testing of fire protection equipment in accordance with documented applicable regulations and legislation.

Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

Comments: No policy requires the documented inspection and testing of fire protection equipment.

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

Comments: No evacuation plan is posted for the facility. Esquimalt's written policy (0140 Section 1.2) states that if an emergency occurs which necessitates the removal of any detained person within the building, it is the responsibility of the on-duty NCO to ensure the safety of the detainee(s).

E1.3.5 Written policy requires a sanitation inspection of the facility.

Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions.

Comments: Written policy (0120 Section 1.1) requires that the department maintain sanitary conditions and conduct regular sanitation inspections.

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: Exceptions to the standard may be made in emergency situations.

Comments: There is no written policy governing the securing of firearms in the holding unit. Interview and questionnaire findings indicate that it is left to the discretion of each member as to whether or not to remove his/her firearm and place it in one of the lockable prisoner effects cabinets.

E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

Notes: The policy should indicate who is responsible for making this security check.

Comments: There is no written policy requiring a documented security check of a holding room prior to occupation by a prisoner.

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.

Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

Comments: No written policy requires a weekly security inspection of the holding facility.

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Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

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Notes: The policy should indicate who is responsible for making this security check.

Comments: There is no written policy requiring a documented security check of a holding room prior to occupation by a prisoner.

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.

Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

Comments: No written policy requires a weekly security inspection of the holding facility.

E1.4.4 There is a security alarm system linked to a designated control point.

Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

Comments: No security alarm system exists in the facility; however, the facility is very close to the Communication Centre and the dispatcher could hear cries for help.

E1.4.5 There is a video surveillance and recording system for all prisoner booking areas.

Notes: The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.

Comments: No video surveillance and recording system exists in the booking area.

E1.4.6 Written policy describes procedures to be followed in the event of an escape.

Notes: The procedures to be followed if an escape occurs should be made known to all facility personnel.

Comments: No written policies exist that outline procedures to be followed in the event of an escape.

E1.4.7 Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.

Notes: The policy should specify which items may be retained by the prisoner.

Comments: Esquimalt's written policy (0120 Sections 3.3 and 3.6) requires that all persons detained must be searched prior to being placed in the holding cell and that a prisoner record form is to be completed (it contains the requirement to list the prisoner's effects). In addition, all personal effects are to be placed in a canvas bag and assigned to a security locker.

E1.4.8 A booking form is completed for every person booked into the facility and contains the following information to the extent permitted by law:

- **arrest information;**
- **apparent physical and psychological condition;**
- **medications taken by prisoner;**
- **property inventory and disposition; and**
- **prisoner profile coding.**

Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

Comments: The booking form is similar to that used by the Victoria Police Department and contains the necessary information.

E1.4.9 Written policy requires that young persons are detained separately from adult prisoners.

Notes: Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.

Comments: Written policy (0120 Section 3.4) requires that young offenders not be held with adults. The holding cells are located side by side and even though they are separated by sight, they are not completely separated by sound.

E1.4.10 Written policy requires that female prisoners are detained separately from male prisoners.

Notes: Female prisoners should be separated by sight and sound from male prisoners.

Comments: Written policy (0120 Section 3.4) requires that male and female prisoners not be detained together. The holding cells are located side by side and even though they are separated by sight, they are not completely separated by sound.

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

E1.4.4 There is a security alarm system linked to a designated control point.

Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

Comments: No security alarm system exists in the facility; however, the facility is very close to the Communication Centre and the dispatcher could hear cries for help.

E1.4.5 There is a video surveillance and recording system for all prisoner booking areas.

Notes: The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.

Comments: No video surveillance and recording system exists in the booking area.

E1.4.6 Written policy describes procedures to be followed in the event of an escape.

Notes: The procedures to be followed if an escape occurs should be made known to all facility personnel.

Comments: No written policies exist that outline procedures to be followed in the event of an escape.

E1.4.7 Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.

Notes: The policy should specify which items may be retained by the prisoner.

Comments: Esquimalt's written policy (0120 Sections 3.3 and 3.6) requires that all persons detained must be searched prior to being placed in the holding cell and that a prisoner record form is to be completed (it contains the requirement to list the prisoner's effects). In addition, all personal effects are to be placed in a canvas bag and assigned to a security locker.

E1.4.8 A booking form is completed for every person booked into the facility and contains the following information to the extent permitted by law:

- **arrest information;**
- **apparent physical and psychological condition;**
- **medications taken by prisoner;**
- **property inventory and disposition; and**
- **prisoner profile coding.**

Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

Comments: The booking form is similar to that used by the Victoria Police Department and contains the necessary information.

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Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

Comments: Written policy (0110) describes some means for handling the transportation of violent and/or special needs persons but there is no policy regarding the handling, detaining or segregating these persons. Interview results indicate that difficult prisoners would be transported directly to the Victoria Police Department detention facility.

E1.4.12 Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.

Notes: The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

Comments: There is no written policy describing procedures to be followed in the event of a group arrest. However, the usual practice would occur; that is, the prisoners would be transported to the Victoria Police Department facility.

E1.4.13 Written policy governs the return of property to prisoners upon release.

Notes: Property retained for evidentiary or other purposes should be noted on the inventory form.

Comments: There is no written policy governing the return of property to the prisoner upon release.

E1.4.14 Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded, in addition to all detention facility inspections required by these standards.

Notes: The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.

Comments: No written policy requires that a journal be maintained to record occurrences in the holding facility. In practice, the dispatcher maintains a log (Daily Diary Report) of all the activities of all members. This log includes notation of when prisoners are brought into the holding unit.

E1.5 MEDICAL AND HEALTH CARE SERVICES

E1.5.1 Written policy identifies the policies and procedures to be followed when a prisoner is in need of medical assistance.

Notes: The intent of this standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.

Comments: There is no written policy describing procedures to follow if a prisoner in the holding unit requires medical assistance. However, there are policies describing the transportation of ill or injured prisoners.

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

Comments: There is no first aid kit in the holding facility; however, one is available in the Communication Centre and the fire department facility is next door.

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.

Notes: Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

Comments: Interviews with staff indicate that no pharmaceuticals are provided in the facility.

E1.5.4 Written policy establishes procedures to be followed when a prisoner has an infectious disease.

Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

Comments: There is no written policy establishing procedures to be followed when a prisoner has an infectious disease.

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Comments: There is no written policy establishing procedures to be followed when a prisoner has an infectious disease.

E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.

Notes: The intent of the standard is that prisoners receive appropriate medical attention.

Comments: There is no written policy describing procedures to be followed when a prisoner is of questionable consciousness.

E1.6 POLICE RESPONSIBILITIES REGARDING PRISONERS

E1.6.1 Written policy requires that a prisoner's opportunity for lawful release from custody is not impeded.

Notes: The intent of the standard is to ensure compliance with the Criminal Code and Charter of Rights and Freedoms.

Comments: There is no written policy requiring that a prisoner's opportunity for lawful release from custody is not impeded, although Esquimalt's Policy 0120 Section 3.5 does require that any person held must be released or charged as soon as possible.

E1.6.2 Written policy ensures confidential access to counsel.

Notes: Every effort should be made to ensure privacy in contacts between counsel and their clients.

Comments: There is no written policy ensuring confidential access to counsel, although a phone room is available and, in practice, confidential access to counsel is provided.

E1.6.3 Written policy sets forth procedures for a prisoner's access to a telephone, telephone directory and legal aid assistance.

Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

Comments: There is no written policy requiring that a prisoner have access to a telephone, telephone directory and legal aid assistance.

E1.6.4 Three meals are provided to all prisoners in the facility during each 24 hour period.

Notes: No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated.

Comments: Generally prisoners are not held long enough to require meals. However, interview results indicate that if a prisoner is held for longer than normal a meal will be provided.

E1.7 SUPERVISION OF PRISONERS

E1.7.1 Written policy requires the constant monitoring of prisoners by department staff.

Notes: Constant monitoring is essential for maintaining security and ensuring the safety and welfare of prisoners.

Comments: Esquimalt's written policy (0120 Sections 3.2 and 3.3) states that any persons held in the holding facility are the responsibility of the investigating member and that while a holding room is occupied it must be monitored at all times. In addition, the dispatcher is to be informed of the identity of the person held and the reason for detention. The Communication Centre has a monitor for one of the two holding units, but there is no requirement for the dispatcher to monitor the unit. Staff indicate that when the department is busy it is not uncommon for prisoners to be locked in a holding unit and left unattended while the arresting officer returns to duty. In these instances, the dispatcher is required to monitor the prisoner.

E1.7.2 Written policy requires that each prisoner be visually checked frequently by department staff.

Notes: Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the purpose of this standard a visual check does not include video surveillance.

Comments: There is no written policy requiring that department staff visually check the prisoner.

E1.7.3 Written policy specifies procedures when prisoners are supervised by a staff member of the opposite sex.

Notes: It is inappropriate for staff to supervise prisoners of the opposite sex. Staff should be advised of procedures to be followed in these cases when the appropriate staff are not available.

Comments: There is no written policy governing the supervision of prisoners by staff members of the opposite sex.

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E1.7.4 Written policy governs prisoners' visitations and describes procedures for registering visitors to the facility and for searching visitors.

Notes: Prisoners may be permitted visitors consistent with security and operational considerations.

Comments: Interviews with staff indicate that the Esquimalt Police Department does not permit visitors. If a prisoner is to be held, he/she is transported to the Victoria Police Department and Victoria's policies apply.

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PART 3: SUMMARY

The Esquimalt Police Department is one of the two independent municipal police departments in BC that operates a holding facility (as opposed to a detention facility) and contracts out its detention function to the Victoria Police Department. The evaluation results indicate that this arrangement appears to be a very practical and efficient approach for Esquimalt to care for its prisoners. By contracting out this function, Esquimalt reduces liability, costs, as well as the responsibility of maintaining trained guards.

Notwithstanding Esquimalt's agreement with the Victoria Police Department, there are a number of concerns that arise out of the operation of its own holding facility. The first is the lack of policies and procedures that ensure the safety of prisoners and ensure those prisoners will be treated in accordance with the law. While present policy states that the arresting officer is responsible for a prisoner, it does not state what, if any, procedures the officer must follow to ensure a prisoner's safety. For example, policy does not require a police presence in the building while a prisoner is in the holding facility, nor does it require that the prisoner be visually checked at regular intervals. Even though the holding unit is not a detention facility, it would be worthwhile for the Esquimalt Police Department to review the Standards and develop policy in those areas that apply.

Second, the physical layout of the holding facility may not ensure that individuals working in the office area are safe from violent prisoners. The area where prisoners enter the building and are interviewed and booked, is open to the remainder of the building. While the probability of a prisoner subduing a police officer in the building is unlikely, if it did occur, the prisoner would have access to the other sections of the building including the Communication Centre. This could become a significant problem in the evening and early morning hours when very few (if any) police are in the building. The department should consider steps to isolate the holding facility, if possible, from the remainder of the building.

Third, the Esquimalt Police Department may want to revisit its lack of written policy governing the securing of firearms in the holding unit. Interview and questionnaire findings indicate that it is left to the discretion of each member as to whether or not to remove his/her firearm and place it in one of the lockable prisoner effects cabinets.

Finally, consideration should be given to the addition of a video surveillance and recording system in the hallway and fingerprinting area. This would protect members from untrue or frivolous allegations. In addition, the Communication Centre could monitor the cameras, ensuring a more timely response should a prisoner become a security risk.

Follow Up

The generally successful evaluation of the Esquimalt Police Department's holding facility negates the need for a follow up site visit. No high-risk areas were identified as requiring immediate response from the department. Moreover, as the Standards are not applicable to the department, a written response is not required from the Esquimalt Police Department.

APPENDIX F

MUNICIPAL POLICE EVALUATION:

NELSON POLICE DEPARTMENT
DETENTION FACILITIES

BRITISH
COLUMBIA

Ministry of Public Safety and Solicitor General
Public Safety and Regulatory Branch
Police Services Division

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Part 1: Introduction

Municipal Police Evaluations (MPE)

Prior to 1998, inspection of the independent municipal police departments was within the mandate of the BC Police Commission (BCPC). The BCPC inspections (commonly known as audits) comprised two components: compliance with standards of policing, and a comprehensive examination of the department environment including such areas as departmental morale and management skills and style. Compliance with standards of policing was facilitated by the adoption of provincial policing standards in 1992. The BCPC published these standards in the document entitled, *Provincial Standards for Municipal Police Departments in British Columbia* (hereafter referred to as the Standards). The Standards evolved from a joint venture between the BCPC and the British Columbia Association of Municipal Chiefs of Police. The stated purpose of the Standards is to "identify minimum acceptable standards for police, facilitating uniform policing standards among departments in the province, benefiting both the police and the public."[1]

In July, 1998, following the dissolution of the BCPC, Police Services Division (PSD), Public Safety and Regulatory Branch assumed responsibility for inspection of the 12 independent municipal police departments. The mandate was codified in s.40(1)(a) of the Police Act (R.S.B.C. 1998) as follows:

> 40(1) …the director <*of Police Services Division*> has the following functions:
> (a) to inspect and report on the quality and standard of policing and law enforcement services including but not limited to:
> (x) inspecting policing and law enforcement operations and procedures,
> (xi) evaluating programs for
> (a) training persons who intend to become police officers
> (b) training officers
> (c) re-training officers, and
> (d) training officers who are eligible for advanced training and
> (xii) evaluating standards of policing and law enforcement.

PSD took an opportunity to revisit the BCPC municipal police department audit procedure following receipt of responsibility for these inspections. BCPC audit procedures had not been revised for many years, and municipal police chiefs had expressed concerns around the usefulness of these procedures. A review of the BCPC audit process, undertaken during 1999, involved extensive consultation with municipal police departments. A new model for conducting inspections of the 12 independent municipal police departments was implemented during 2000. To distinguish the new model from the previous BCPC audits, the process is referred to as Municipal Police Evaluations (MPEs).

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[1] *The Provincial Standards for Municipal Police Departments in British Columbia, BCPC page 9.*

The fundamental principles underlying the MPE model are:

- The Municipal Police Evaluation process reflects the statutory mandate of the Director of Police Services Division to ensure the delivery of adequate policing services in the province.
- Evaluating police services is a collaborative effort between municipal police departments and Police Services Division.
- Police Services Division assumes a lead role in the Municipal Police Evaluation process.
- The Municipal Police Evaluation process protects the fundamental values of policing including the independence of policing and its arm's length relationship with government.
- The Municipal Police Evaluation model limits the autonomy of the evaluation team.

The most fundamental procedural difference between the BCPC audit process and the new MPE model is the scope of each review. Under the BCPC process, all aspects of one municipal department were reviewed extensively and a report was produced that dealt exclusively with that department. Each year, generally two to three BCPC audits were completed; consequently, four to six years could elapse between audits for each municipal police departments. In contrast, under the new MPE process, one aspect of policing is reviewed at all twelve municipal departments during each evaluation. The scope of the evaluation is narrowed so that all departments can participate in each review. In short, one aspect of policing is chosen for the evaluation (e.g., detention facilities), and the evaluation is conducted across all municipal police departments during the same time period. Similar to the BCPC audits, it is anticipated that two to three MPEs will be conducted in the province each year.

The MPE model comprises two types of evaluation:

- Compliance of municipal police departments with specific *Provincial Standards for Municipal Police Departments in British Columbia.* For example, compliance to Standards concerning detention facilities; and
- Specific program/policy review. For example, review of Emergency Response Team programs. As a specific program/policy is evaluated, Standards associated with the program/policy will also be reviewed and verified.[2]

MPE topics are selected each year following a consultative process between the MPE Working Committee (comprised of representatives from municipal police departments and

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[2] PSD proposes to conduct a review of provincial policing standards as a separate project in the future. In the meantime, as the new model is implemented, compliance with existing associated provincial standards will be undertaken as stated in the model.

PSD staff) and the MPE Steering Committee (membership includes three municipal Chiefs of Police, a representative from the BC Association of Police Boards, and the Director of Police Services).

Methodology

There are twelve independent municipal police departments in British Columbia: Abbotsford, Central Saanich, Delta, Esquimalt, Nelson, New Westminster, Oak Bay, Port Moody, Saanich, Vancouver, Victoria and West Vancouver. Eleven of these were included in the MPE of detention facilities. The evaluation of the Vancouver Police Department's (VPD) detention facilities was deferred.

The evaluation team consisted of two PSD staff and an experienced contractor. The contractor was a retired VPD inspector with 30 years policing experience.

For a more detailed discussion of methodology, please see pages 11 through 16 of the *Provincial Profile Report.*

In Part 2 of this report, the results for your department are discussed. Included in the report are a brief discussion of the MPE process at your department, a department description, the findings of the Standards review, and a summary of findings.

PART 2: FINDINGS

MPE Process at the Nelson Police Department

The evaluation team conducted the site visit at the Nelson Police Department in June 2000 over a three-day period. Eleven interviews were conducted, including four with police managers, three with patrol constables and four with guard/dispatchers.

A total of 17 questionnaires were sent to the department prior to the evaluation team's visit. Of these, 82% were returned. The response rate for guard/dispatchers was higher than that of patrol officers (100% for guard/dispatchers vs. 75% for patrol officers).

The Nelson Police Department's detention facility is different from other municipal police departments in that it also serves as a remand centre for the area. As a result, the facility holds not only prisoners arrested by the Nelson police but also those remanded in custody. In addition, jail guards in the police detention facility perform double duty as dispatchers. The guard/dispatchers work from the front desk in the foyer of the building, just outside the detention facility.

The Nelson Police Department

The Nelson Police Department provides police services to the City of Nelson. Nelson's 1999 population was 9,694 persons. The department had an authorized strength of 17 members in 1999, and operated at full strength during that year.

In 1999, there were 1,020 *Criminal Code* offences reported to police in Nelson, representing a decrease of 10% over 1998. In the ten-year period 1990 to 1999, the number of offences fluctuated, from a high of 1,412 offences in 1995, to a low of 1,020 offences in 1999. The number of offences in 1999 represents a decrease of 20% over the number reported in 1990. Moreover, Nelson's 1999 crime rate was 105 offences per 1,000 persons, representing a decrease of 27% from the rate reported 10 years earlier.

The Nelson Police Department Detention Facility

The detention facility is located on the main floor of the police building and covers approximately one third of the floor space. The facility consists of seven cells: four cells for males, one cell for females, one cell for young offenders and one drunk tank/holding cell. The cells and doors (sliding metal) are of solid construction with a small opening (with the capability of being closed) for providing the prisoner with meals or medication, as required.

Each cell has one or two solid bunks, a stainless steel single unit toilet-washbasin-drinking water module, a fresh air intake with a heating component and exhaust vent, smoke or heat detectors, and a video camera for monitoring purposes. One of the male cells contains a shower; this cell is usually kept empty (as demand allows) to facilitate prisoner showers.

In addition to the cells, there is a booking area, a BTA room, a fingerprint room, and a secure bay. The booking area has a small alcove outfitted with monitors that are used by the matron to survey female prisoners, affording the female prisoners some privacy.

The primary entry door to the detention facility is through the dispatch area, and leads immediately to a short corridor that affords access to a visitor's room and an interview room, before leading through a second door to the cell area.

The guards have other duties in addition to monitoring the prisoners. They act as dispatchers, operate CPIC, maintain PIRS, and are responsible for front desk reception. These guard/dispatchers are used primarily to watch prisoners. If a problem occurs, a police supervisor is contacted for action and direction. The guard/dispatchers have no formal training and are expected to learn the job on their own time. The department generally hires individuals who have had some experience in policing (i.e., reserve members) or individuals who have performed similar duties for the RCMP.

The Nelson Police Department detention facility holds approximately 290 prisoners per year, not including provincial or remand prisoners.

Standards Review

Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia* sets out the Standards for detention facilities. These Standards comprise the basis of this evaluation. The results of the questionnaires, interviews, policy and procedure review, and physical inspection have been incorporated into the discussion below. Each Standard is set out and followed by the findings and recommendations where appropriate.

For each Standard, four findings are possible. These include:

Standard Met – the department meets the provincial Standard both in written policy (where required) and in practice. No departmental action required.

Standard Met in Practice (Not Met in Policy) – although the written policy is lacking (either insufficient to meet the Standard or absent from the documentation provided to the evaluation team), the review reveals that the department is meeting the Standard in the day-to-day activities of the detention facility. Generally, this finding requires that the department revise written policy.

Standard Not Met in Practice (Met in Policy) – although the written policy is sufficient to meet the requirements of the Standard, the review reveals that the department does not meet the intent of the Standard in the day-to-day activities of the detention facility. This is a more significant finding than a finding that a particular Standard is met in practice (but not in policy) because it indicates that the department is deficient in fulfilling the intent of the Standard. Generally, this finding requires that the department revise current practice.

Standard Not Met – This finding indicates that the department does not meet the Standard in written policy (where required) or in current practice. This finding requires the department to provide written policy (where required) and ensure current practice meets the intent of the Standard.

Where a Standard is not met (for any reason), this finding will be followed by a recommendation for resolution.

On occasion, a recommendation may be made even if a particular Standard is met both in policy and practice. In these recommendations, departments are asked to *consider* taking a particular action.

E1.1 MANAGEMENT

E1.1.1 Written policy establishes responsibility for the operation and maintenance of the detention facility.

***Notes:** The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.*

Nelson Police Department Reference: Policy 0120, Section 1.1

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: Policy states that the Nelson Police Department's detention facility is administered under the authority of the Chief Constable with designated responsibility to the Staff Sergeant i/c Support Services. The position of Staff Sergeant no longer exists and the responsibilities have been reassigned to an Inspector. The department is in the process of rewriting the policies to cover the changes.

RECOMMENDATION:

1. The Nelson Police Department revise policy to reflect the new position responsible for the detention facility, as per Standard E1.1.1.

E1.1.2 Written policy governs access of persons to the detention facility.

***Notes:** Policy should address access to the facility by police, counsel, family and others.*

Nelson Police Department Reference: Policy 0120, Sections 3.7, 3.14; Policy 0130, Sections 1.1, 3.1, 3.25-3.33

FINDING: STANDARD MET

Standard Not Met – This finding indicates that the department does not meet the Standard in written policy (where required) or in current practice. This finding requires the department to provide written policy (where required) and ensure current practice meets the intent of the Standard.

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On occasion, a recommendation may be made even if a particular Standard is met both in policy and practice. In these recommendations, departments are asked to *consider* taking a particular action.

E1.1 MANAGEMENT

E1.1.1 Written policy establishes responsibility for the operation and maintenance of the detention facility.

***Notes:** The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.*

Nelson Police Department Reference: Policy 0120, Section 1.1

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: Policy states that the Nelson Police Department's detention facility is administered under the authority of the Chief Constable with designated responsibility to the Staff Sergeant i/c Support Services. The position of Staff Sergeant no longer exists and the responsibilities have been reassigned to an Inspector. The department is in the process of rewriting the policies to cover the changes.

RECOMMENDATION:

1. The Nelson Police Department revise policy to reflect the new position responsible for the detention facility, as per Standard E1.1.1.

E1.1.2 Written policy governs access of persons to the detention facility.

***Notes:** Policy should address access to the facility by police, counsel, family and others.*

Nelson Police Department Reference: Policy 0120, Sections 3.7, 3.14; Policy 0130, Sections 1.1, 3.1, 3.25-3.33

FINDING: STANDARD MET

Comments: Policy provides that Nelson police members, the Sheriffs and the RCMP shall have direct control of the prisoners. Nelson police procedures apply to all of these groups.

Policy limits access to the facility by civilian employees and requires all other persons to obtain the permission of the Duty NCO. Policy sets out procedures for visits by family with exceptions permitted at the discretion of the Duty NCO. Policy describes who may have direct access to the prisoners and the conditions to be met for the access to occur.

E1.2 PHYSICAL PLANT

E1.2.1 Detention facilities provide the following minimum conditions for prisoners:

- **sufficient lighting;**
- **circulation of air in accordance with local public health standards;**
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding for each prisoner held in excess of eight hours.**

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

Nelson Police Department Reference: Policy 0120, Sections 1.1, 3.1-3.5

FINDING: STANDARD MET

Comments: The facility is equipped with day and night lighting modes, both of which are sufficient for monitoring purposes. A generator provides emergency lighting in power outages.

Each cell has a fresh air exchanger (intake and exhaust vents) that has a heating component. Each cell also has an anti-suicide single unit stainless steel toilet combined with wash basin and drinking water dispenser. There is an emergency water shut off valve near the booking desk and also shut off valves for each cell in the jail corridor. Showers and towels are available to longer-term prisoners.

With the exception of the drunk tank, each cell has one or two bunks and mattresses (a mattress is also available for the drunk tank). Blankets are provided to prisoners as they are booked in. Persons who are soiled, sick, or violent are usually placed in the drunk tank and are not provided with a blanket.

E1.3 SAFETY AND SANITATION

E1.3.1 Written policy describes fire prevention practices and procedures for the detention facility.

Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire.

Nelson Police Department Reference: Policy 0140, Sections 1.1, 3.1-3.18

FINDING: STANDARD MET

Comments: Written policy describes the location of available equipment and stipulates that the equipment must be tested annually by the fire department. Written policy also sets out practices to be followed in case of a fire. Activation of any alarm is audible in the building and the fire department is automatically notified via computer. Fire drills are held annually.

E1.3.2 The type and location of fire protection equipment is approved in writing by provincial or local fire officials.

Notes: The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

Nelson Police Department Reference: Policy 0140, Sections 3.1-3.7

FINDING: STANDARD MET

Comments: The Nelson Fire Department's annual safety inspection indicated that the detention facility equipment was satisfactory and complied with regulations.

Fire protection equipment includes "ABC" fire extinguishers in the booking area and sallyport, fire hoses at the front and rear of the main building corridor, heat or smoke detectors in the cells and jail corridor. A generator provides emergency lighting in case of power outages.

E1.3.3 Written policy requires the documented inspection and testing of fire protection equipment in accordance with documented applicable regulations and legislation.

Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

Comments: Policy provides that Nelson police members, the Sheriffs and the RCMP shall have direct control of the prisoners. Nelson police procedures apply to all of these groups.

Policy limits access to the facility by civilian employees and requires all other persons to obtain the permission of the Duty NCO. Policy sets out procedures for visits by family with exceptions permitted at the discretion of the Duty NCO. Policy describes who may have direct access to the prisoners and the conditions to be met for the access to occur.

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Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

Nelson Police Department Reference: Policy 0120, Sections 1.1, 3.1-3.5

FINDING: STANDARD MET

Comments: The facility is equipped with day and night lighting modes, both of which are sufficient for monitoring purposes. A generator provides emergency lighting in power outages.

Each cell has a fresh air exchanger (intake and exhaust vents) that has a heating component. Each cell also has an anti-suicide single unit stainless steel toilet combined with wash basin and drinking water dispenser. There is an emergency water shut off valve near the booking desk and also shut off valves for each cell in the jail corridor. Showers and towels are available to longer-term prisoners.

With the exception of the drunk tank, each cell has one or two bunks and mattresses (a mattress is also available for the drunk tank). Blankets are provided to prisoners as they are booked in. Persons who are soiled, sick, or violent are usually placed in the drunk tank and are not provided with a blanket.

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Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

Nelson Police Department Reference: Policy 0140, Section 3.7

FINDING: STANDARD MET

Comments: Policy requires the testing and inspection of equipment annually in accordance with Nelson Fire Department standards and also requires documentation by the Fire Prevention Officer.

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

Nelson Police Department Reference: Policy 0140, Sections 3.17-3.18

FINDING: STANDARD NOT MET*

Comments: A detailed emergency evacuation plan is contained in the policy; however, it is not posted in the jail. Two emergency exits are marked, one leading into the front dispatching/lobby area and one into the corridor of the main part of the building. Other exits to the facility include one through the sallyport/secure bay and one directly outside to the rear of the building.

* The plan contains provisions for the disposition of prisoners via a reciprocal agreement or through release; however, no provisions are set out for first aid or hospital transportation.

RECOMMENDATION:

2. The Nelson Police Department post the emergency evacuation plan, as per Standard E1.3.4.

E1.3.5 Written policy requires a sanitation inspection of the facility.

Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions.

Nelson Police Department Reference: Policy 0120, Sections 1.1, 3.11-3.12

FINDING: STANDARD MET*

Comments: Written policy states that the Nelson Police Department will "provide and maintain sanitary conditions that include a regular sanitation inspection" and that all inspections are to be documented. Interview results indicate that sanitation inspections are being carried out.

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: Exceptions to the standard may be made in emergency situations.

Nelson Police Department Reference: Policy 0120, Section 3.1; Policy 0130, Sections 1.1, 3.45

FINDING: STANDARD MET

Comments: Members are not allowed to wear firearms in the cell area. Metal lockable gun cabinets are provided in the secure bay and the constables' office. Each cabinet is capable of holding four handguns.

E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

Notes: The policy should indicate who is responsible for making this security check.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.47-3.48

FINDING: STANDARD MET*

Comments: Written policy requires that the member having custody of the prisoner are responsible for conducting a documented security check prior to the use of unoccupied cells and immediately after a prisoner vacates the cell. Interviews with police members indicate that security checks of the cell are done as prisoners are booked into the jail.

* Questionnaire results indicated that both patrol officers and guard/dispatchers were somewhat confused as to who was responsible for conducting the security checks of unoccupied cells. Twenty percent of patrol officers indicated that the duty NCO was responsible for the security checks while 20% indicated that the guard/dispatcher and patrol officer were both responsible. Only 60% of guard/dispatchers correctly identified the patrol officer as being responsible for the security check.

Nelson Police Department Reference: Policy 0140, Section 3.7

FINDING: STANDARD MET

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RECOMMENDATION:

3. The Nelson Police Department *consider* reminding patrol officers and guard/dispatchers of the content and intent of Standard E1.4.2.

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.

Notes:* *All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

Nelson Police Department Reference: Policy 0120, Sections 1.1, 3.11-3.12; Policy 0130, Sections 1.1, 3.47

FINDING: STANDARD MET*

Comments: Policy requires the documentation of all inspections and stipulates that a security inspection be conducted at least weekly, including a search for weapons. Procedures require daily inspections by the dispatcher/guard and the shift supervisor.

* A review of the facility log, May 2, 2000 to May 23, 2000, did not show any documentation of the inspections, however, interviews with the supervisors and guard/dispatchers indicate that the inspections are conducted as required.

RECOMMENDATION:

See Recommendation #4 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.4.4 There is a security alarm system linked to a designated control point.

Notes:* *Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

Nelson Police Department Reference: Policy 0130, Section 1.1

FINDING: STANDARD MET

Comments: The detention facility has two portable panic button alarms, one at the booking desk and one at the guard/dispatcher desk. The alarm is connected to the radio system and produces a warble sound over the radio alerting all members of trouble in the facility.

E1.4.5 There is a video surveillance and recording system for all prisoner booking areas.

Notes: The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.42

FINDING: STANDARD MET

Comments: The department has a video surveillance and recording system for each cell, the secure bay and its perimeter, and the booking area. Tapes are kept for 30 days prior to reuse. The monitors are located at the guard/dispatcher console for male prisoners and in an alcove in the booking desk area for female prisoners.

E1.4.6 Written policy describes procedures to be followed in the event of an escape.

Notes: The procedures to be followed if an escape occurs should be made known to all facility personnel.

Nelson Police Department Reference: Policy 0140, Sections 1.1, 3.19-3.22

FINDING: STANDARD MET

Comments: Policy sets out detailed procedures to be followed in the event of an escape, including the responsibilities of the guard/dispatcher and the Duty NCO.

E1.4.7 Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.

Notes: The policy should specify which items may be retained by the prisoner.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.49-3.53

FINDING: STANDARD MET

Comments: Policy requires that a prisoner be searched prior to entry into a cell and all items taken are to be inventoried on the booking sheet and retained for safekeeping. All items seized for exhibit or investigative purposes are to be noted on the booking sheet as well as any items that the prisoner was allowed to keep.

RECOMMENDATION:

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Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

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E1.4.8 A booking form is completed for every person booked into the facility and contains the following information to the extent permitted by law:

- **arrest information;**
- **apparent physical and psychological condition;**
- **medications taken by prisoner;**
- **property inventory and disposition; and**
- **prisoner profile coding.**

Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoner; (4) identify the prisoner; and (5) identify and secure property.

Nelson Police Department Reference: Policy 0110, Section 3.15; Policy 0130, Sections 1.1, 3.38, 3.49-3.53, 3.58-3.59

FINDING: STANDARD MET*

Comments: Policy requires that the booking sheets be completed as thoroughly as possible with all the information set out in the Standard. The booking sheet contains sufficient space and fields for the information to be included.

* The booking sheet has fields for the required information; however, a review of a sample of completed booking sheets revealed that some fields were blank, i.e., scars/marks/tattoos, drivers licence number and VISEN[3].

E1.4.9 Written policy requires that young persons are detained separately from adult prisoners.

Notes: Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.34-3.35

FINDING: STANDARD MET

Comments: The department has seven cells with one designated for young offenders. In addition, a drunk tank is available for any class of prisoner, although only one class is permitted at a time. Written policy requires that young offenders be separated from adult prisoners.

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[3] VISEN is a common coding scheme utilized in detention facilities booking sheets to indicate the status of prisoners, i.e., Violent, Infectious, Suicidal, Escape risk, or Normal.

E1.4.10 Written policy requires that female prisoners are detained separately from male prisoners.

Notes: Female prisoners should be separated by sight and sound from male prisoners.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.34-3.35

FINDING: STANDARD MET

Comments: Written policy requires female prisoners to be separated from male prisoners and a specific cell has been designated for females. In addition, a drunk tank is available for any class of prisoner, although only one class is permitted at a time.

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

Nelson Police Department Reference: Policy 0120, Sections 1.1, 3.1; Policy 0130, Sections 1.1, 3.37-3.40

FINDING: STANDARD MET

Comments: The department has detailed procedures for dealing with individuals under the influence of drugs or alcohol, or who are violent or self-destructive. Supervisors are to be notified and/or prisoners sent to the hospital if BTA readings are above a certain level. Those who remain in the facility and are very intoxicated are to be physically checked every 15 minutes. The guard/dispatcher is required to continuously monitor potentially self-destructive prisoners and have them transported to hospital if their actions indicate the likelihood of serious injury.

E1.4.12 Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.

Notes: The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.41

FINDING: STANDARD MET*

E1.4.8 A booking form is completed for every person booked into the facility and contains the following information to the extent permitted by law:

- **arrest information;**
- **apparent physical and psychological condition;**
- **medications taken by prisoner;**
- **property inventory and disposition; and**
- **prisoner profile coding.**

Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoner; (4) identify the prisoner; and (5) identify and secure property.

Nelson Police Department Reference: Policy 0110, Section 3.15; Policy 0130, Sections 1.1, 3.38, 3.49-3.53, 3.58-3.59

FINDING: STANDARD MET*

Comments: Policy requires that the booking sheets be completed as thoroughly as possible with all the information set out in the Standard. The booking sheet contains sufficient space and fields for the information to be included.

* The booking sheet has fields for the required information; however, a review of a sample of completed booking sheets revealed that some fields were blank, i.e., scars/marks/tattoos, drivers licence number and VISEN[3].

E1.4.9 Written policy requires that young persons are detained separately from adult prisoners.

Notes: Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.34-3.35

FINDING: STANDARD MET

Comments: The department has seven cells with one designated for young offenders. In addition, a drunk tank is available for any class of prisoner, although only one class is permitted at a time. Written policy requires that young offenders be separated from adult prisoners.

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[3] VISEN is a common coding scheme utilized in detention facilities booking sheets to indicate the status of prisoners, i.e., Violent, Infectious, Suicidal, Escape risk, or Normal.

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Notes: Female prisoners should be separated by sight and sound from male prisoners.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.34-3.35

FINDING: STANDARD MET

Comments: Written policy requires female prisoners to be separated from male prisoners and a specific cell has been designated for females. In addition, a drunk tank is available for any class of prisoner, although only one class is permitted at a time.

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

Nelson Police Department Reference: Policy 0120, Sections 1.1, 3.1; Policy 0130, Sections 1.1, 3.37-3.40

FINDING: STANDARD MET

Comments: The department has detailed procedures for dealing with individuals under the influence of drugs or alcohol, or who are violent or self-destructive. Supervisors are to be notified and/or prisoners sent to the hospital if BTA readings are above a certain level. Those who remain in the facility and are very intoxicated are to be physically checked every 15 minutes. The guard/dispatcher is required to continuously monitor potentially self-destructive prisoners and have them transported to hospital if their actions indicate the likelihood of serious injury.

E1.4.12 Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.

Notes: The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.41

FINDING: STANDARD MET*

Comments: Written policy states that in the event that maximum capacity is reached the department has agreements to use neighbouring RCMP detention facilities.

* Policy does not provide for extra personnel or booking and detention procedures.

E1.4.13 Written policy governs the return of property to prisoners upon release.

Notes: Property retained for evidentiary or other purposes should be noted on the inventory form.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.56

FINDING: STANDARD MET

Comments: Written policy requires that prisoners sign for the return of their effects. If a prisoner refuses, the releasing officer writes "refused" on the booking sheet. In practice, when a prisoner is released to the Sheriff, the Sheriff may sign for the effects.

E1.4.14 Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded, in addition to all detention facility inspections required by these standards.

Notes: The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.

Nelson Police Department Reference: Policy 0120, Sections 1.1, 3.9-3.10

FINDING: STANDARD NOT MET IN PRACTICE (MET IN POLICY)

Comments: Written policy requires significant or unusual occurrences to be listed in the jail logbook and includes a specific set of circumstances that are to be considered as significant or unusual. In practice, most occurrences are listed whether unusual or not. However, a review of the Nelson logbook reveals that although most inspections requiring documentation are recorded, some are not (E1.4.3 and E1.5.2).

RECOMMENDATION:

4. The Nelson Police Department ensure detention facility inspections are documented, as per Standard E1.4.14.

E1.5 MEDICAL AND HEALTH CARE SERVICES

E1.5.1 Written policy identifies the policies and procedures to be followed when a prisoner is in need of medical assistance.

Notes: The intent of this standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.2-3.11

FINDING: STANDARD MET

Comments: Written policy requires the shift supervisor to be notified of any prisoners needing medical attention. It provides procedures to be followed in a medical emergency (e.g., transportation to the hospital by EHS) or in the event of a routine medical problem (e.g., handled by a member, EHS, physician, or the Nelson Fire Department).

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.9

FINDING: STANDARD NOT MET

Comments: The Nelson Police Department is unique in that the guard/dispatchers do not sit directly in the detention facility; rather, they sit outside the detention facility at the dispatch desk (separated by a door). Nelson's first aid kit is located in the dispatch desk. The Standard requires that the first aid kit be physically located in the detention facility. This requirement is necessary to ensure that the primary function of the kit is to provide medical supplies for facility inmates and not for the department as a whole.

Policy states that the first aid kit is to be kept at the dispatch desk and is to be inspected and noted in the log every Monday by the on-duty guard/dispatcher. An inspection of the kit showed it to be sufficiently well stocked to cover minor medical problems that may arise. The Jail Log was reviewed for the period May 2, 2000 to May 23, 2000 and no first aid kit inspections were documented.

RECOMMENDATION:

5. The Nelson Police Department add a first aid kit to the detention facility, as per Standard E1.5.2.

Comments: Written policy states that in the event that maximum capacity is reached the department has agreements to use neighbouring RCMP detention facilities.

* Policy does not provide for extra personnel or booking and detention procedures.

E1.4.13 Written policy governs the return of property to prisoners upon release.

***Notes:** Property retained for evidentiary or other purposes should be noted on the inventory form.*

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.56

FINDING: STANDARD MET

Comments: Written policy requires that prisoners sign for the return of their effects. If a prisoner refuses, the releasing officer writes “refused” on the booking sheet. In practice, when a prisoner is released to the Sheriff, the Sheriff may sign for the effects.

E1.4.14 Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded, in addition to all detention facility inspections required by these standards.

***Notes:** The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.*

Nelson Police Department Reference: Policy 0120, Sections 1.1, 3.9-3.10

FINDING: STANDARD NOT MET IN PRACTICE (MET IN POLICY)

Comments: Written policy requires significant or unusual occurrences to be listed in the jail logbook and includes a specific set of circumstances that are to be considered as significant or unusual. In practice, most occurrences are listed whether unusual or not. However, a review of the Nelson logbook reveals that although most inspections requiring documentation are recorded, some are not (E1.4.3 and E1.5.2).

RECOMMENDATION:

4. The Nelson Police Department ensure detention facility inspections are documented, as per Standard E1.4.14.

E1.5 MEDICAL AND HEALTH CARE SERVICES

E1.5.1 Written policy identifies the policies and procedures to be followed when a prisoner is in need of medical assistance.

Notes: The intent of this standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.2-3.11

FINDING: STANDARD MET

Comments: Written policy requires the shift supervisor to be notified of any prisoners needing medical attention. It provides procedures to be followed in a medical emergency (e.g., transportation to the hospital by EHS) or in the event of a routine medical problem (e.g., handled by a member, EHS, physician, or the Nelson Fire Department).

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.9

FINDING: STANDARD NOT MET

Comments: The Nelson Police Department is unique in that the guard/dispatchers do not sit directly in the detention facility; rather, they sit outside the detention facility at the dispatch desk (separated by a door). Nelson's first aid kit is located in the dispatch desk. The Standard requires that the first aid kit be physically located in the detention facility. This requirement is necessary to ensure that the primary function of the kit is to provide medical supplies for facility inmates and not for the department as a whole.

Policy states that the first aid kit is to be kept at the dispatch desk and is to be inspected and noted in the log every Monday by the on-duty guard/dispatcher. An inspection of the kit showed it to be sufficiently well stocked to cover minor medical problems that may arise. The Jail Log was reviewed for the period May 2, 2000 to May 23, 2000 and no first aid kit inspections were documented.

RECOMMENDATION:

5. The Nelson Police Department add a first aid kit to the detention facility, as per Standard E1.5.2.

See Recommendation #4 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.

Notes: Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.10-3.11

FINDING: STANDARD MET

Comments: Policy requires that pharmaceuticals be provided to prisoners with their informed consent and with proper medical authority. In addition, a designated medical form with explicit instructions is utilized to guarantee that the proper medication is given to the appropriate prisoner.

E1.5.4 Written policy establishes procedures to be followed when a prisoner has an infectious disease.

Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

Nelson Police Department Reference: Policy 0120, Sections 1.1, 3.8; Policy 0130, Sections 1.1, 3.12-3.18

FINDING: STANDARD MET

Comments: Procedures provide for the handling of infectious prisoners, soiled effects/clothing and cells contaminated with bodily fluids. The "I" in the VISEN code is to be marked, an entry is to be made in the Jail Log and a caution is to be placed on the entry door to the facility.

E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.

Notes: The intent of the standard is that prisoners receive appropriate medical attention.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.37

FINDING: STANDARD MET

Comments: Written policy meets the minimum requirements of the Standard by stating that persons of questionable consciousness be taken to the hospital.

E1.6 POLICE RESPONSIBILITIES REGARDING PRISONERS

E1.6.1 Written policy requires that a prisoner's opportunity for lawful release from custody is not impeded.

Notes: The intent of the standard is to ensure compliance with the Criminal Code and Charter of Rights and Freedoms.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.62

FINDING: STANDARD MET

Comments: Policy invokes the *Charter of Rights and Freedoms* in directing that a prisoner's opportunity for lawful release is not to be impeded.

E1.6.2 Written policy ensures confidential access to counsel.

Notes: Every effort should be made to ensure privacy in contacts between counsel and their clients.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.63-3.64

FINDING: STANDARD MET

Comments: The department ensures the right to confidential access to counsel by requiring that prisoners are advised of this right on arrest and by directing them to a phone and directory in an interview room. Members will contact Legal Aid, leave messages and transfer the return call to the prisoner.

See Recommendation #4 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.

Notes: Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

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FINDING: STANDARD MET

Comments: The department ensures the right to confidential access to counsel by requiring that prisoners are advised of this right on arrest and by directing them to a phone and directory in an interview room. Members will contact Legal Aid, leave messages and transfer the return call to the prisoner.

E1.6.3 Written policy sets forth procedures for a prisoner's access to a telephone, telephone directory and legal aid assistance.

Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.64

FINDING: STANDARD MET

Comments: Written policy requires that prisoner's have access to a telephone, telephone directory and legal aid assistance. In practice, phone calls are permitted on a regular basis provided staff are available to provide security.

As a remand centre, the Nelson Police Department is not required to provide phone calls to federal or provincial prisoners in the detention facility; however, the Duty NCO has the discretion to allow these calls and interviews reveal that calls are permitted.

E1.6.4 Three meals are provided to all prisoners in the facility during each 24 hour period.

Notes: No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.19-3.22

FINDING: STANDARD MET

Comments: Procedures set out time periods for three meals per day. The meals are obtained from local restaurants. Particular meals are allowed for prisoners with special needs, i.e., food allergies, medical conditions, or religious beliefs. In practice, staff will go to any reasonable length to provide meals that the prisoner finds acceptable.

E1.7 SUPERVISION OF PRISONERS

E1.7.1 Written policy requires the constant monitoring of prisoners by department staff.

Notes: Constant monitoring is essential for maintaining security and ensuring the safety and welfare of prisoners.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.42-3.44

FINDING: STANDARD MET

Comments: The Nelson Police Department meets the minimum requirement for this Standard. The department has cameras in each cell, the booking area, the secure bay and the outside perimeter of the secure bay. Monitors for the cameras are located at the dispatch desk and at the rear of the booking desk. The guard/dispatcher is required to constantly survey the prisoners via the video monitors and to physically check prisoners every 30 minutes. These checks are to be documented in the prisoner logbook. The Shift Supervisor is responsible for ensuring that guard/dispatchers and matrons comply.

E1.7.2 Written policy requires that each prisoner be visually checked frequently by department staff.

Notes: Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the purpose of this standard a visual check does not include video surveillance.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.39-3.40, 3.42

FINDING: STANDARD NOT MET

Comments: Written policy states that prisoners are to be physically checked every 30 minutes and that the check be documented in the Prisoner Log Book. While the Log Book reveals that the checks are being documented, interviews with staff indicate that the checks are not necessarily physical. Staff have been advised by a supervisor that if they can see prisoners moving or active on their monitor, and not displaying any signs of distress, then they are not required to physically enter the facility and check the prisoners. During weekdays as prisoners move in and out of the facility to attend remand court they are likely to be visually checked much more often than required by the policy; however, this is not necessarily the case on weekends and evenings when traffic through the facility is reduced or non-existent. Moreover, in the opinion of the evaluation team, half-hour visual checks (even if all checks are physical) are not sufficient to meet the intent of the Standard.

Nelson's written policy also states that prisoners who are in an advanced state of intoxication are to be physically checked every 15 minutes and those who are self-destructive are to be checked continuously via the monitors. As the guard is also the dispatcher and receptionist for those entering and phoning the department, there will be times when the guard/dispatcher's attention is taken away from the monitor.

E1.6.3 Written policy sets forth procedures for a prisoner's access to a telephone, telephone directory and legal aid assistance.

Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

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FINDING: STANDARD MET

Comments: Procedures set out time periods for three meals per day. The meals are obtained from local restaurants. Particular meals are allowed for prisoners with special needs, i.e., food allergies, medical conditions, or religious beliefs. In practice, staff will go to any reasonable length to provide meals that the prisoner finds acceptable.

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Nelson's written policy also states that prisoners who are in an advanced state of intoxication are to be physically checked every 15 minutes and those who are self-destructive are to be checked continuously via the monitors. As the guard is also the dispatcher and receptionist for those entering and phoning the department, there will be times when the guard/dispatcher's attention is taken away from the monitor.

RECOMMENDATION:

6. The Nelson Police Department take the necessary steps, including revising written policy, to ensure that prisoners are visually checked on a more frequent basis, as per Standard E1.7.2.

E1.7.3 Written policy specifies procedures when prisoners are supervised by a staff member of the opposite sex.

Notes: It is inappropriate for staff to supervise prisoners of the opposite sex. Staff should be advised of procedures to be followed in these cases when the appropriate staff are not available.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.44

FINDING: STANDARD NOT MET

Comments: Policy states it is inappropriate for prisoners to be monitored by persons of the opposite sex. Until June 1, 2000 all regular duty guards/dispatchers were male, and when a female prisoner was present a matron was called out. Matrons supervised female prisoners from monitors at the rear of the booking desk while the monitors at the dispatch desk were turned off. By policy, the matron is required to perform physical checks every 30 minutes.

Since June 1, 2000 a female guard/dispatcher has been hired for regular duty. At the time of the evaluation, no policy adjustments had been made with respect to supervision of prisoners by guards of the opposite sex. Policy should provide specific procedures for when a staff member supervises prisoners of the opposite sex.

RECOMMENDATION:

7. The Nelson Police Department revise policy to specify procedures to be followed when prisoners are supervised by a staff member of the opposite sex, as per Standard E1.7.3.

E1.7.4 Written policy governs prisoners' visitations and describes procedures for registering visitors to the facility and for searching visitors.

Notes: Prisoners may be permitted visitors consistent with security and operational considerations.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.25-3.33

FINDING: STANDARD MET

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Notes: Prisoners may be permitted visitors consistent with security and operational considerations.

Nelson Police Department Reference: Policy 0130, Sections 1.1, 3.25-3.33

FINDING: STANDARD MET

Comments: Immediate family members are allowed to visit between 1400 and 1600 hours Monday to Friday for 15 minutes. Interview results revealed that other visitors are often allowed and the designated visiting hours are often adjusted. Allowances are made for visits by probation officers, social workers, and correction and parole officers, provided the visitor agrees to be locked in the interview room (which has a Plexiglas partition). Lawyers are allowed personal contact visits if they agree to a search; when these visits occur the prisoner is searched before and after the visit. All visits are documented.

PART 3: SUMMARY

The Nelson Police Department detention facility is generally well run, although it does have some problems. The facility is unique in that it also operates as a remand centre for the East Kootenay district. Consequently, this department provides more services on a regular basis for prisoners than most other departments, including providing showers and allowing visitors.

The Nelson Police Department, like many small departments, has some difficulty accommodating all aspects of police services. For example, interviews revealed that in order for Nelson to be able to afford 24 hour a day, 7 day a week dispatching for police and citizens it must combine the positions of guard and dispatcher. For the most part this does not present any problems, but at times it could do so. Time taken for one responsibility draws from the other, and if emergencies occur in the jail and on the street at the same time the department would be hard pressed to accommodate both. Due in large part to the remand function, the operation of the facility demands a large portion of the guard/dispatcher's time as well as that of the on-duty NCO, depending to some extent on the number of prisoners in the jail.

Interview and questionnaire results indicate that both patrol officers and guards are generally well informed about jail procedures and aware of their responsibilities with respect to the detention facility.

Of the 35 Standards set out in Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia*, the Nelson Police Department failed to meet six. Five of these unmet Standards can be easily corrected, largely through revision of written policy and documentation of inspections (E1.1.1, E1.3.4, E1.4.14, E1.5.2, E1.7.3).

Minor problems experienced by the department include:

- Written policy states that the Staff Sergeant i/c Support Services is responsible for the detention facility (E1.1.1). This position no longer exists and the responsibility has been reassigned to an Inspector. The department needs to update policy to reflect this change.
- The department can meet standard E1.3.4 by posting the emergency evacuation plan within the detention facility.
- The Nelson Police Department's written policy provides for the inspections required by the Standards, however, it is not clearly stated within policy which position is responsible for each type of inspection. Written policy should be revised to clearly state where these responsibilities lay. Likewise, the department needs to ensure that these inspections are documented, as required by the Standards.
- Although patrol officers and guard/dispatchers seem generally well informed about their responsibilities within the detention facility, both groups indicated confusion as to

who was responsible for conducting the security check of unoccupied cells (E1.4.2). The evaluation team recommends the department *consider* reminding patrol officers and guard/dispatchers of the content of its written policy. Similarly, the department needs to ensure that these checks are being documented, as required by the Standard.

- The Standard requires that a first aid kit be located within the detention facility (E1.5.2); however, the Nelson detention facility's kit is located at the reception desk. Although the reception desk is just outside the detention facility, the Standard requires the kit to be kept in the detention facility to ensure that its primary function is to provide medical help for prisoners. A first aid kit should be added to the detention facility and written policy should provide for the documented inspection and replenishment of the kit.

Of more serious concern to the evaluation team, was the lack of regular frequent visual checks of prisoners (E1.7.2). The department's policy is to visually check prisoners every half-hour, however, guard/dispatcher's have been instructed by a supervisor that a visual check is not necessary if it can be determined from the video monitor that the prisoner is well. The Standard requires that visual checks be physically conducted; a check through the video monitor is not sufficient. Further, in the opinion of the evaluation team, half-hour checks do not meet the intent of the Standard. The department should update their written policy to require more frequent checks and ensure that prisoners are physically checked as required. The importance of these checks is magnified at this department, as the guard/dispatchers do not sit directly in the detention facility therefore it is not as easy for them to detect changes in the well being of prisoners.

Finally, it should be noted that shortly before the evaluation team's visit, the department hired a female guard/dispatcher. Prior to this hiring, a female matron was brought in if a female prisoner was lodged in the cells. It is unlikely that the department will call in a male guard to monitor male prisoners when the female guard/dispatcher is on-duty. Due to the change in hiring practices, the department needs to update its written policy to provide procedures for guards supervising prisoners of the opposite sex, as required by E1.7.3.

Follow Up

The reasonably successful evaluation of the Nelson detention facility negates the need for a follow up site visit to the Nelson jail. As such, the Nelson Police Department is asked to address within six months of the receipt of this report the recommendations made with respect to adherence to provincial policing Standards. Copies of revised written policy and/or documentation stating that required actions have been made, or are anticipated to be made, should be provided to Police Services Division as required by the MPE consultation process approved by the British Columbia Association of Chiefs of Police.

A summary of recommendations requiring follow up by the Nelson Police Department are:

1. The Nelson Police Department revise policy to reflect the new position responsible for the detention facility, as per Standard E1.1.1
2. The Nelson Police Department post the emergency evacuation plan, as per Standard E1.3.4.
3. The Nelson Police Department *consider* reminding patrol officers and guard/dispatchers of the content and intent of Standard E1.4.2 (security check of cells).
4. The Nelson Police Department ensure detention facility inspections are documented, as per Standard E1.4.14.
5. The Nelson Police Department add a first aid kit to the detention facility, as per Standard E1.5.2.
6. The Nelson Police Department take the necessary steps, including revising written policy, to ensure that prisoners are visually checked on a more frequent basis, as per Standard E1.7.2.
7. The Nelson Police Department revise policy to specify procedures to be followed when prisoners are supervised by a staff member of the opposite sex, as per Standard E1.7.3.

APPENDIX G

MUNICIPAL POLICE EVALUATION:

NEW WESTMINSTER POLICE SERVICE DETENTION FACILITIES

BRITISH
COLUMBIA

Ministry of Public Safety and Solicitor General
Public Safety and Regulatory Branch
Police Services Division

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Part 1: Introduction

Municipal Police Evaluations (MPE)

Prior to 1998, inspection of the independent municipal police departments was within the mandate of the BC Police Commission (BCPC). The BCPC inspections (commonly known as audits) comprised two components: compliance with standards of policing, and a comprehensive examination of the department environment including such areas as departmental morale and management skills and style. Compliance with standards of policing was facilitated by the adoption of provincial policing standards in 1992. The BCPC published these standards in the document entitled, *Provincial Standards for Municipal Police Departments in British Columbia* (hereafter referred to as the Standards). The Standards evolved from a joint venture between the BCPC and the British Columbia Association of Municipal Chiefs of Police. The stated purpose of the Standards is to "identify minimum acceptable standards for police, facilitating uniform policing standards among departments in the province, benefiting both the police and the public."[1]

In July, 1998, following the dissolution of the BCPC, Police Services Division (PSD), Public Safety and Regulatory Branch assumed responsibility for inspection of the 12 independent municipal police departments. The mandate was codified in s.40(1)(a) of the Police Act (R.S.B.C. 1998) as follows:

> 40(1) …the director <*of Police Services Division*> has the following functions:
> (a) to inspect and report on the quality and standard of policing and law enforcement services including but not limited to:
> (xiii) inspecting policing and law enforcement operations and procedures,
> (xiv) evaluating programs for
> (a) training persons who intend to become police officers
> (b) training officers
> (c) re-training officers, and
> (d) training officers who are eligible for advanced training and
> (xv) evaluating standards of policing and law enforcement.

PSD took an opportunity to revisit the BCPC municipal police department audit procedure following receipt of responsibility for these inspections. BCPC audit procedures had not been revised for many years, and municipal police chiefs had expressed concerns around the usefulness of these procedures. A review of the BCPC audit process, undertaken during 1999, involved extensive consultation with municipal police departments. A new model for conducting inspections of the 12 independent municipal police departments was implemented during 2000. To distinguish the new model from the previous BCPC audits, the process is referred to as Municipal Police Evaluations (MPEs).

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[1] *The Provincial Standards for Municipal Police Departments in British Columbia, BCPC page 9.*

The fundamental principles underlying the MPE model are:

- The Municipal Police Evaluation process reflects the statutory mandate of the Director of Police Services Division to ensure the delivery of adequate policing services in the province.

- Evaluating police services is a collaborative effort between municipal police departments and Police Services Division.

- Police Services Division assumes a lead role in the Municipal Police Evaluation process.

- The Municipal Police Evaluation process protects the fundamental values of policing including the independence of policing and its arm's length relationship with government.

- The Municipal Police Evaluation model limits the autonomy of the evaluation team.

The most fundamental procedural difference between the BCPC audit process and the new MPE model is the scope of each review. Under the BCPC process, all aspects of one municipal department were reviewed extensively and a report was produced that dealt exclusively with that department. Each year, generally two to three BCPC audits were completed; consequently, four to six years could elapse between audits for each municipal police departments. In contrast, under the new MPE process, one aspect of policing is reviewed at all twelve municipal departments during each evaluation. The scope of the evaluation is narrowed so that all departments can participate in each review. In short, one aspect of policing is chosen for the evaluation (e.g., detention facilities), and the evaluation is conducted across all municipal police departments during the same time period. Similar to the BCPC audits, it is anticipated that two to three MPEs will be conducted in the province each year.

The MPE model comprises two types of evaluation:

- Compliance of municipal police departments with specific *Provincial Standards for Municipal Police Departments in British Columbia*. For example, compliance to Standards concerning detention facilities; and

- Specific program/policy review. For example, review of Emergency Response Team programs. As a specific program/policy is evaluated, Standards associated with the program/policy will also be reviewed and verified.[2]

MPE topics are selected each year following a consultative process between the MPE Working Committee (comprised of representatives from municipal police departments and

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[2] PSD proposes to conduct a review of provincial policing standards as a separate project in the future. In the meantime, as the new model is implemented, compliance with existing associated provincial standards will be undertaken as stated in the model.

PSD staff) and the MPE Steering Committee (membership includes three municipal Chiefs of Police, a representative from the BC Association of Police Boards, and the Director of Police Services).

Methodology

There are twelve independent municipal police departments in British Columbia: Abbotsford, Central Saanich, Delta, Esquimalt, Nelson, New Westminster, Oak Bay, Port Moody, Saanich, Vancouver, Victoria and West Vancouver. Eleven of these were included in the MPE of detention facilities. The evaluation of the Vancouver Police Department's (VPD) detention facilities was deferred.

The evaluation team consisted of two PSD staff and an experienced contractor. The contractor was a retired VPD inspector with 30 years policing experience.

For a more detailed discussion of methodology, please see pages 11 through 16 of the *Provincial Profile Report.*

In Part 2 of this report, the results for your department are discussed. Included in the report are a brief discussion of the MPE process at your department, a department description, the findings of the Standards review, and a summary of findings.

PART 2: FINDINGS

MPE Process at the New Westminster Police Service

The evaluation team conducted the site visit at the New Westminster Police Service (NWPS) in July 2000 over a three-day period. Nineteen interviews were conducted, including six with police managers, six with patrol constables, five with jail guards and two with dispatchers.

Overall, 63 questionnaires were sent to the department prior to the site visit. Of these, 48% were returned to Police Services Division. The response rates for patrol officers and guards were similar at 44% and 49%, respectively.

The New Westminster Police Service

The New Westminster Police Service (NWPS) provides police services to the City of New Westminster. New Westminster's population in 1999 was 54,177 persons. The department had an authorized strength of 110 police officers in 1999 and operated with 109 police officers during that year.

In 1999, there were 9,149 *Criminal Code* offences reported to police in New Westminster. This represents a decline of 5% over 1998. In the ten-year period 1990 to 1999, the number of offences fluctuated somewhat, reaching a high of 11,281 offences in 1995 and a low of 9,149 in 1999. The number of offences reported in 1999 represents a decrease of 1% from the number reported in 1990. However, New Westminster's 1999 crime rate of 169 offences per 1,000 persons represents a decrease of 20% from the rate reported 10 years earlier.

The New Westminster Police Service Detention Facility

The New Westminster Police Service is located in a wing of the New Westminster City Hall building. The detention facility is located on the bottom floor. The facility consists of ten cells, a riot equipment storage room, a BTA room, an interview/telephone room, a guardroom that also functions as a fingerprint room, a matron's area that includes a kitchen and an Emergency Response Team weapons and ammunition storage room. The lack of space within the department is apparent, as there are numerous file cabinets and boxes stored throughout the detention facility.

In the cell area, there are six male cells each with a bunk, one large young offender cell, two female cells each with a bunk, and a drunk tank. All cells have bars. Each cell section has a common area, with a shower in the male and young offender cell areas; the female shower is located off the cell area in the matron's office and kitchen area. The young offender and female showers are unusable as they are used for storage. All cells have video cameras that are situated in the common area outside the cells resulting in a view that is through the cell bars.

The detention facility has three access points:

- Through the secure bay from an outside parking area into the booking area;
- Through an inside corridor of the building leading directly into the booking area; and
- From an elevator from the main office area of the department into a hallway in the centre of the detention facility.

The facility is staffed by one full-time guard and the remaining guards are employed on a part-time basis. Guards are present in the facility between 1700 hours and 0900 hours on weekdays, and 24 hours per day on weekends. During the week, there is no guard on-duty between 0900 hours and 1700 hours. In addition, there is no relief staff present in the detention facility when guards take their one-hour meal break.

At the time the MPE was conducted, the total number of prisoners housed in New Westminster's detention facility over the past five years was not available to the evaluation team due to data collection difficulties experienced by the department. Recent discussions with the New Westminster Police Department indicate that the department will be implementing a prisoner database shortly, therefore these data will be available in the future.

Standards Review

Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia* sets out the Standards for detention facilities. These Standards comprise the basis of this evaluation. The results of the questionnaires, interviews, policy and procedure review, and physical inspection have been incorporated into the discussion below. Each Standard is set out and followed by the findings and recommendations where appropriate.

For each Standard, four findings are possible. These include:

Standard Met – the department meets the provincial Standard both in written policy (where required) and in practice. No departmental action required.

Standard Met in Practice (Not Met in Policy) – although the written policy is lacking (either insufficient to meet the Standard or absent from the documentation provided to the evaluation team), the review reveals that the department is meeting the Standard in the day-to-day activities of the detention facility. Generally, this finding requires that the department revise written policy.

Standard Not Met in Practice (Met in Policy) – although the written policy is sufficient to meet the requirements of the Standard, the review reveals that the department does not meet the intent of the Standard in the day-to-day activities of the detention facility. This is a more significant finding than a finding that a particular Standard is met in practice (but not in policy) because it indicates that the department is deficient in fulfilling the intent of the Standard. Generally, this finding requires that the department revise current practice.

Standard Not Met – This finding indicates that the department does not meet the Standard in written policy (where required) or in current practice. This finding requires the department to provide written policy (where required) and ensure current practice meets the intent of the Standard.

Where a Standard is not met (for any reason), this finding will be followed by a recommendation for resolution.

On occasion, a recommendation may be made even if a particular Standard is met both in policy and practice. In these recommendations, departments are asked to *consider* taking a particular action.

It is important to note that the New Westminster Police Service made a number of changes to their policies and procedures during the month prior to the arrival of the evaluation team (the latest policy was received on the second day of the evaluation). Many members of the NWPS were not fully aware of the new policies and subsequently, evaluators were not able to rely on member interviews as to policy effectiveness.

E1.1 MANAGEMENT

E1.1.1 Written policy establishes responsibility for the operation and maintenance of the detention facility.

Notes: The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.

New Westminster Police Service Reference: Policy 0130, Sections 66, 77

FINDING: STANDARD MET*

Comments: Policy states that each shift Watch Commander is responsible for the operation of the detention facility and for the care and custody of prisoners. The Staff Sergeant, Administration Division, is responsible for the maintenance of the facility. The department's organization chart indicates that the Manager of Patrol is directly responsible for the holding facility.

Although New Westminster's policy sets out responsibilities for the day-to-day operation and maintenance of the detention facility, it does not state which position has overall accountability and responsibility for the facility.

RECOMMENDATION:

1. The New Westminster Police Service *consider* revising written policy to clearly identify the position within the department with overall responsibility for the operation and maintenance of the detention facility, as per Standard E1.1.1.

Standard Not Met – This finding indicates that the department does not meet the Standard in written policy (where required) or in current practice. This finding requires the department to provide written policy (where required) and ensure current practice meets the intent of the Standard.

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RECOMMENDATION:

1. The New Westminster Police Service *consider* revising written policy to clearly identify the position within the department with overall responsibility for the operation and maintenance of the detention facility, as per Standard E1.1.1.

E1.1.2 Written policy governs access of persons to the detention facility.

Notes:* *Policy should address access to the facility by police, counsel, family and others.

New Westminster Police Service Reference: Policy 0120, Sections 4-11

FINDING: STANDARD MET

Comments: To gain access to the detention facility, police members from other departments and lawyers must obtain the authorization of the Watch Commander. Lawyers who request personal access to prisoners must submit to a search before and after the interview. Family members are only permitted access under exceptional circumstances.

E1.2 PHYSICAL PLANT

E1.2.1 Detention facilities provide the following minimum conditions for prisoners:

- **sufficient lighting;**
- **circulation of air in accordance with local public health standards;**
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding for each prisoner held in excess of eight hours.**

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

New Westminster Police Service Reference: Policy 0120, Sections 1(1), 13

FINDING: STANDARD NOT MET

Comments: The New Westminster detention facility meets the requirements of this Standard with the exception of sufficient air circulation. The physical inspection of the facility revealed that the circulation of air is not adequate. The circulation system, which runs 24 hours a day, has no cooling component but does have a heating component. Cells have exhaust vents while the supply vents are in the common cell area. Interview results indicate that some staff are dissatisfied with the lack of temperature control, poor air quality in the facility, and the necessity of closing and locking hallway doors when prisoners are in the facility (which reduces the flow of air).

Lighting in the cells is acceptable, while in the common areas it is subdued. Lighting does not change night or day. Lighting in the hallways is adequate.

All cells have a one-unit porcelain toilet, wash basin, and drinking fountain.

With the exception of prisoners in the drunk tank, all prisoners receive mattresses and blankets. There are no bunks in the drunk tank or the young offender cells; the remaining cells have bunks.

RECOMMENDATION:

2. The New Westminster Police Service take reasonable steps to ensure that the circulation of air meets Standard E1.2.1.

E1.3 SAFETY AND SANITATION

E1.3.1 Written policy describes fire prevention practices and procedures for the detention facility.

Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire.

New Westminster Police Service Reference: Policy 0120, Section 13(2); Policy 0140, Sections 1, 4-11

FINDING: STANDARD MET

Comments: Written policy deals with smoke and heat detectors, emergency power, and the banning of matches, lighters or other devices capable of starting a fire. Smoke detectors are located in the cells and booking area, and heat detectors are located in the guard and interview rooms. Emergency power runs the lights and the secure bay door. There are two fire extinguishers: one in the booking area and one in the kitchen area.

The facility also has a pull fire alarm located in the booking area and a fire hose located in the hallway leading to the elevator. The alarm system is linked directly to the Communication Centre and when activated staff will notify the fire department.

E1.3.2 The type and location of fire protection equipment is approved in writing by provincial or local fire officials.

Notes: The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

New Westminster Police Service Reference: Policy 0140, Section 4

FINDING: STANDARD MET*

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New Westminster Police Service Reference: Policy 0140, Section 4

FINDING: STANDARD MET*

Comments: The New Westminster Police Service is located in the New Westminster City Hall building; consequently, the fire department assesses both at the same time. During the last inspection the fire department requested that the detention facility fire extinguishers be fastened to the wall. The department has complied with this request.

E1.3.3 **Written policy requires the documented inspection and testing of fire protection equipment in accordance with documented applicable regulations and legislation.**

Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

New Westminster Police Service Reference: Policy 0140, Section 4

FINDING: STANDARD MET IN PRACTICE (NOT IN POLICY)*

Comments: Policy states that the fire department will conduct documented inspections of the detention facility; however, it does not mention the testing of the equipment or the applicable regulations.

* The most recent inspection by the New Westminster Fire Department was in February 1998.

RECOMMENDATION:

3. The New Westminster Police Service revise written policy to include the testing of equipment, as per Standard E1.3.3.

E1.3.4 **There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.**

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

New Westminster Police Service Reference: Policy 0140, Sections 1(3), 10-16

FINDING: STANDARD NOT MET*

Comments: A schematic of the detention facility is posted throughout the jail; however, it only denotes the location of the fire hose, not evacuation routes. The facility has had some minor renovations since the schematic was put together and the renovations are not shown. Also, the three exits from the facility (through the booking area to stairs leading up to the main lobby of city hall; through the booking area to the secure bay and out the bay door; and through the elevator to the office area on the main floor) are not described or marked.

The Watch Commander is responsible for evacuating the detention facility. According to the evacuation plan, the Watch Commander must appoint a police member to assist the custodial guard (there is no guard between 0900 and 1700 hours on weekdays). Policy also states that departmental control over the prisoners must not take precedence over the prisoners' personal safety.

The policy refers to the City of New Westminster City Hall and Police Services Building Fire Safety and Earthquake Plan.

* There is no reference to provisions for first aid or hospital transportation.

RECOMMENDATION:

4. The New Westminster Police Service post the emergency evacuation plan, and designate and sign emergency exits, as per Standard E1.3.4.

E1.3.5 Written policy requires a sanitation inspection of the facility.

Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions.

New Westminster Police Service Reference: Policy 0120, Section 1(2); Policy 0130, Section 74(2)

FINDING: STANDARD MET

Comments: Written policy requires a visual sanitation inspection be conducted by the day shift Watch Commander on Sundays.

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: Exceptions to the standard may be made in emergency situations.

New Westminster Police Service Reference: Policy 0130, Sections 1(14a), 47

FINDING: STANDARD MET

Comments: Policy requires all firearms to be secured in locked containers located at the booking desk. A second lockable cabinet is located in the secure bay.

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E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

Notes: The policy should indicate who is responsible for making this security check.

New Westminster Police Service Reference: Policy 0130, Sections 1(14c), 49, 80(5)

FINDING: STANDARD MET

Comments: Written policy requires that the guard check the cells for weapons at the beginning of each shift and to document it in the log. Also, policy requires police members to conduct a cell check prior to placing a prisoner in the cell.

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.

Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

New Westminster Police Service Reference: Policy 0130, Sections 1(14b), 51, 80(5)

FINDING: STANDARD MET*

Comments: Written policy states that a supervisor shall conduct a security inspection weekly and shall document it in the log.

* A review of the log revealed that the inspections are not being documented as required.

RECOMMENDATION

See Recommendation #6 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.4.4 There is a security alarm system linked to a designated control point.

Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

New Westminster Police Service Reference: Policy 0130, Sections 1(14e), 50

FINDING: STANDARD MET

Comments: The facility has two panic alarms, one in the guardroom behind the guard's desk, and one in the booking area under the counter. They are tested monthly. The guards also have a portable radio that policy requires them to wear on their belt whenever a prisoner is in the cell area.

E1.4.5 There is a video surveillance and recording system for all prisoner booking areas.

Notes: The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.

New Westminster Police Service Reference: Policy 0130, Sections 1(14f), 29-31

FINDING: STANDARD MET

Comments: The booking area has two cameras that are monitored in the Communication Centre. The secure bay also has two cameras, and while both can be monitored in the Communication Centre only one can be monitored in the guardroom.

Cameras are directed at every cell with two cells not completely covered (one female cell and one male cell). All cell cameras can be monitored in both the guardroom and the Communication Centre. The cameras in the cells are placed in the common areas of the cell areas and therefore prisoners must be viewed through the cell bars. Tapes from the video cameras are stored for 30 days, before being reused.

E1.4.6 Written policy describes procedures to be followed in the event of an escape.

Notes: The procedures to be followed if an escape occurs should be made known to all facility personnel.

New Westminster Police Service Reference: Policy 0140, Sections 1(4), 17-22

FINDING: STANDARD MET

Comments: Written policy details the responsibilities of the guard, the Watch Commander, the Communication Centre staff, the Field Supervisor and the Criminal Investigation Division in the event of an escape.

E1.4.7 Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.

Notes: The policy should specify which items may be retained by the prisoner.

New Westminster Police Service Reference: Policy 0130, Sections 1(14d), 27, 48, 52

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Comments: Written policy requires that all prisoners be searched prior to entry to a cell and that a written itemized inventory be made of the objects taken. Policy also describes in general terms the type of items that must be taken from a prisoner.

* Written policy does not specify which items may be retained by the prisoner.

E1.4.8 A booking form is completed for every person booked into the facility and contains the following information to the extent permitted by law:

- **arrest information;**
- **apparent physical and psychological condition;**
- **medications taken by prisoner;**
- **property inventory and disposition; and**
- **prisoner profile coding.**

Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

New Westminster Police Service Reference: Policy 0130, Sections 1(15), 53

FINDING: STANDARD MET*

Comments: The Prisoner Record (booking sheet) contains all the required information.

The booking sheet has fields for the required information; however, a review of a sample of completed booking sheets revealed that some fields were blank, i.e., scars/marks/ tattoos, drivers licence number and VISEN[3].

E1.4.9 Written policy requires that young persons are detained separately from adult prisoners.

Notes: Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.

New Westminster Police Service Reference: Policy 0130, Sections 1(8), 24

FINDING: STANDARD MET

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[3] VISEN is a common coding scheme utilized in detention facilities booking sheets to indicate the status of prisoners, i.e., Violent, Infectious, Suicidal, Escape risk, or Normal.

Comments: Written policy requires that young offenders be detained separately from adult prisoners. In practice, a corridor and lockable solid doors separate the young offender cells from the adult cells.

E1.4.10 Written policy requires that female prisoners are detained separately from male prisoners.

Notes: Female prisoners should be separated by sight and sound from male prisoners.

New Westminster Police Service Reference: Policy 0130, Sections 1(9), 26

FINDING: STANDARD MET

Comments: Written policy requires that females be detained separately from males. In practice, females are detained in a separate area of the facility.

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

New Westminster Police Service Reference: Policy 0130, Sections 1(10), 32-38

FINDING: STANDARD MET

Comments: Written procedures state that any items that can be used to assist in a suicide are to be removed from a potentially suicidal prisoner and he is to be continuously monitored by physical inspection and video.

In the case of a self-destructive or violent prisoner, the prisoner may be restrained but the least intrusive restraint measures must be used. The department has no special equipment for immobilizing self-destructive prisoners (such as the BOARD or WRAP). Interviews reveal that at times members have improvised by shackling prisoners through the bars (with a mattress between the bars and the prisoner to prevent the prisoner from hitting his head on the floor or bars). While such methods are somewhat unconventional, interviews with staff indicate they are effective and have ensured that prisoners remain safe.

For intoxicated prisoners, policy requires they be closely observed "through the video monitors and/or routine physical checks." If a prisoner shows signs of extreme intoxication after four hours of incarceration, then the Watch Commander is directed to seek medical advice to determine if further medical attention is required.

FINDING: STANDARD MET*

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The booking sheet has fields for the required information; however, a review of a sample of completed booking sheets revealed that some fields were blank, i.e., scars/marks/ tattoos, drivers licence number and VISEN[3].

E1.4.9 Written policy requires that young persons are detained separately from adult prisoners.

Notes: Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.

New Westminster Police Service Reference: Policy 0130, Sections 1(8), 24

FINDING: STANDARD MET

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[3] VISEN is a common coding scheme utilized in detention facilities booking sheets to indicate the status of prisoners, i.e., Violent, Infectious, Suicidal, Escape risk, or Normal.

Comments: Written policy requires that young offenders be detained separately from adult prisoners. In practice, a corridor and lockable solid doors separate the young offender cells from the adult cells.

E1.4.10 Written policy requires that female prisoners are detained separately from male prisoners.

Notes: Female prisoners should be separated by sight and sound from male prisoners.

New Westminster Police Service Reference: Policy 0130, Sections 1(9), 26

FINDING: STANDARD MET

Comments: Written policy requires that females be detained separately from males. In practice, females are detained in a separate area of the facility.

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

New Westminster Police Service Reference: Policy 0130, Sections 1(10), 32-38

FINDING: STANDARD MET

Comments: Written procedures state that any items that can be used to assist in a suicide are to be removed from a potentially suicidal prisoner and he is to be continuously monitored by physical inspection and video.

In the case of a self-destructive or violent prisoner, the prisoner may be restrained but the least intrusive restraint measures must be used. The department has no special equipment for immobilizing self-destructive prisoners (such as the BOARD or WRAP). Interviews reveal that at times members have improvised by shackling prisoners through the bars (with a mattress between the bars and the prisoner to prevent the prisoner from hitting his head on the floor or bars). While such methods are somewhat unconventional, interviews with staff indicate they are effective and have ensured that prisoners remain safe.

For intoxicated prisoners, policy requires they be closely observed "through the video monitors and/or routine physical checks." If a prisoner shows signs of extreme intoxication after four hours of incarceration, then the Watch Commander is directed to seek medical advice to determine if further medical attention is required.

E1.4.12 Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.

Notes: The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

New Westminster Police Service Reference: Policy 0130, Sections 1(11), 42-43

FINDING: STANDARD MET

Comments: New Westminster's written policies governing the handling of mass arrests meets only the minimum requirements of the Standard. For example, the policy does not specify where the prisoners are to be lodged other than with "another department." Interviews with staff indicate that either the Surrey or Burnaby RCMP detention facilities would be used. The policy also states that mass or group arrests would be processed in the same manner as any other detainee, possibly resulting in a backlog of detainees waiting to be lodged into the cells.

RECOMMENDATION:

5. The New Westminster Police Service *consider* revising written policy to specify where prisoners will be lodged in cases of mass arrest and to specify practical procedures for processing these prisoners, as per Standard E1.4.12.

E1.4.13 Written policy governs the return of property to prisoners upon release.

Notes: Property retained for evidentiary or other purposes should be noted on the inventory form.

New Westminster Police Service Reference: Policy 0130, Sections 1(16), 54-62

FINDING: STANDARD MET

Comments: Written policy requires that all property inventoried on the booking sheet (except that held as evidence) be returned.

E1.4.14 Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded, in addition to all detention facility inspections required by these standards.

Notes: The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.

New Westminster Police Service Reference: Policy 0130, Sections 6, 51, 79, 80(5), 81(2)

FINDING: STANDARD NOT MET IN PRACTICE (MET IN POLICY)

Comments: Written policy requires guards to record significant or unusual occurrences that occur in the detention facility as well to document inspections required by the Standards. As guards do not work between 0900 hours and 1700 hours on weekdays, no entries are made in the log during those hours. In addition, when guards leave the detention facility for lunch no checks of the cells are noted in the log. When guards are not in the facility responsibility for the prisoners rests with Communication Centre staff. During the evaluation team's visit to NWPS, a prisoner attempted suicide. A review of the log revealed that this event was not documented. Likewise, no inspections were noted in the log.

RECOMMENDATION:

6. The New Westminster Police Service ensure that significant or unusual occurrences and detention facility inspections are documented, as per Standard E1.4.14.

E1.5 MEDICAL AND HEALTH CARE SERVICES

E1.5.1 Written policy identifies the policies and procedures to be followed when a prisoner is in need of medical assistance.

Notes: The intent of this standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.

New Westminster Police Service Reference: Policy 0130, Sections 1(2-4), 7

FINDING: STANDARD MET

Comments: Written policy meets the requirements of the Standard. New Westminster's policy states that the Watch Commander is responsible for prisoners in need of medical assistance and that when doubt exists as to the mental or physical condition of a prisoner, professional assistance is to be obtained.

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

New Westminster Police Service Reference: Policy 0130, Sections 1(2), 4-6, 74(5), 81(8)

FINDING: STANDARD MET

E1.4.12 Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.

Notes: The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

New Westminster Police Service Reference: Policy 0130, Sections 1(11), 42-43

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Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

New Westminster Police Service Reference: Policy 0130, Sections 1(2), 4-6, 74(5), 81(8)

FINDING: STANDARD MET

Comments: The department has a first aid kit that is kept under the booking counter. According to policy, both the Watch Commander and the guards are responsible for inspecting and restocking the kit. The inspection is not documented in the log.

RECOMMENDATION:

See Recommendation #6 (ensure documentation of all detention facility inspections), as per E1.4.14.

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.

Notes:* *Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

New Westminster Police Service Reference: Policy 0130, Sections 1(2c), 8-10

FINDING: STANDARD MET*

Comments: Written policy states that pharmaceuticals are only dispensed if the following conditions are met:

- The prisoner requests them;
- The medication is in a properly labelled container that has not been tampered with; and
- The prisoner had the medication with him/her when arrested or the medication was brought to the department by a responsible adult.

* Policy requires the dispensing of the medication to be noted on the guard's copy of the prisoner's booking sheet. However, the guard's copy is destroyed approximately 7-10 days after the prisoner is released, thus leaving no documentation of the medication being dispensed.

E1.5.4 Written policy establishes procedures to be followed when a prisoner has an infectious disease.

Notes:* *Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

New Westminster Police Service Reference: Policy 0130, Sections 1(3), 39- 41

FINDING: STANDARD MET

Comments: Written policy states that the police member is responsible for asking the prisoner about communicable or contagious diseases and for recording them on the Prisoner Keep Record. The Watch Commander is to be notified and, if necessary, will contact the hospital for advice.

E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.

Notes: The intent of the standard is that prisoners receive appropriate medical attention.

New Westminster Police Service Reference: Policy 0130, Sections 1(4), 7, 28

FINDING: STANDARD MET

Comments: Written policy states that if a prisoner's consciousness is uncertain the Front Desk Officer is to contact the fire department for initial first aid response and, if required, the ambulance service to assess the prisoner.

E1.6 POLICE RESPONSIBILITIES REGARDING PRISONERS

E1.6.1 Written policy requires that a prisoner's opportunity for lawful release from custody is not impeded.

Notes: The intent of the standard is to ensure compliance with the Criminal Code and Charter of Rights and Freedoms.

New Westminster Police Service Reference: Policy 0130, Sections 1(19), 65

FINDING: STANDARD MET

Comments: Written policy designates the Watch Commander as responsible for the lawful release of prisoners.

E1.6.2 Written policy ensures confidential access to counsel.

Notes: Every effort should be made to ensure privacy in contacts between counsel and their clients.

New Westminster Police Service Reference: Policy 0120, Section 8; Policy 0130, Sections 1(17), 63-64

FINDING: STANDARD MET*

Comments: The department has a first aid kit that is kept under the booking counter. According to policy, both the Watch Commander and the guards are responsible for inspecting and restocking the kit. The inspection is not documented in the log.

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New Westminster Police Service Reference: Policy 0120, Section 8; Policy 0130, Sections 1(17), 63-64

FINDING: STANDARD MET*

Comments: Written policy requires that a prisoner have privacy when dealing with counsel. The department has recently converted an unused line-up room into an interview/telephone room. Viewing windows in the guardroom allow the guard to view the prisoner, if required. Prior to the conversion of the line-up room, prisoners were directed to a wall phone in the booking area (privacy was facilitated by requiring the prisoner to step through a doorway and close the door).

* Interviews indicate that some members do not use the converted interview room because they are not aware of its existence. As a consequence, some prisoners are still directed to the wall phone in the booking area.

E1.6.3 Written policy sets forth procedures for a prisoner's access to a telephone, telephone directory and legal aid assistance.

Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

New Westminster Police Service Reference: Policy 0130, Sections 1(18), 64

FINDING: STANDARD MET

Comments: Written policy requires the prisoner to be provided with a phone to contact counsel and a legal aid number and phone directory, if requested.

E1.6.4 Three meals are provided to all prisoners in the facility during each 24 hour period.

Notes: No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated.

New Westminster Police Service Reference: Policy 0130, Sections 1(5), 81(6)

FINDING: STANDARD MET

Comments: The department provides three microwaveable meals per day. While no policy covers situations where prisoners may not be able to eat the meals provided (e.g., medical conditions or religious beliefs), staff indicate that they can acquire special meals, if necessary.

E1.7 SUPERVISION OF PRISONERS

E1.7.1 Written policy requires the constant monitoring of prisoners by department staff.

Notes: Constant monitoring is essential for maintaining security and ensuring the safety and welfare of prisoners.

New Westminster Police Service Reference: Policy 0130, Sections 1(12), 29, 33, 36(2), 44, 46, 71(1), 72, 78

FINDING: STANDARD MET

Comments: The primary responsibility for video monitoring of the prisoners rests with the Communication Centre staff. Sixteen cameras monitor the New Westminster police building (some monitor the jail). The Communication Centre has two large video monitors, one that continually displays one of the16 images and the other which can alternate between the 16 images or split the screen to show all the images. The guardroom also has two video monitors. These monitors are small and it is difficult for the guards to discern activity in the cells. However, no policy exists that requires the guards to monitor the prisoners via these video monitors.

Staff indicate that it is generally not a problem monitoring the detention facility; however, it can be difficult to monitor individual prisoners in certain instances. For example, difficulties can arise if there is a suicide watch and one camera is focused on a cell, or if dispatching becomes busy, or there are a number of people in the cells. Policy requires that Communication Centre staff ensure that suicidal prisoners be continuously monitored by physical inspection and video monitor.

* During the time that the evaluation team was at the department, a Communication Centre staff member discovered a person attempting to hang himself and took preventative action. Conversely, during an interview with a police member he advised the evaluation team that he had been in a fight in the booking area and when the Communication Centre was contacted they were not aware it had occurred.

E1.7.2 Written policy requires that each prisoner be visually checked frequently by department staff.

Notes: Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the purpose of this standard a visual check does not include video surveillance.

New Westminster Police Service Reference: Policy 0130, Sections 1(13), 71(2), 83

FINDING: STANDARD NOT MET IN PRACTICE (MET IN POLICY)

Comments: Written policy requires that prisoners are checked at least every 15 minutes. However, the facility log indicates that checks are being done every half-hour. In the opinion of the evaluation team, half-hour visual checks are not sufficient to meet the intent of the Standard. Moreover, guards are not present between 0900 hours and 1700 hours on weekdays or for the one-hour meal break during a regular shift; the prisoner log indicates that there are no checks done during these time periods.

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RECOMMENDATION:

7. The New Westminster Police Service take the necessary steps to ensure that prisoners are visually checked and monitored, as per Standard E1.7.2.

E1.7.3 Written policy specifies procedures when prisoners are supervised by a staff member of the opposite sex.

Notes: It is inappropriate for staff to supervise prisoners of the opposite sex. Staff should be advised of procedures to be followed in these cases when the appropriate staff are not available

New Westminster Police Service Reference: Policy 0130, Section 27

FINDING: STANDARD NOT MET

Comments: Written policy does not address the supervision of prisoners by persons of the opposite sex, but deals only with the search of females by males. Interview results indicate that New Westminster's female guards supervise both male and female prisoners and that female guards are not called out specifically to supervise female prisoners.

RECOMMENDATION:

8. The New Westminster Police Service revise policy to specify procedures to be followed when prisoners are supervised by a staff member of the opposite sex, as per Standard E1.7.3.

E1.7.4 Written policy governs prisoners' visitations and describes procedures for registering visitors to the facility and for searching visitors.

Notes: Prisoners may be permitted visitors consistent with security and operational considerations.

New Westminster Police Service Reference: Policy 0120, Sections 5-11; Policy 0130, Sections 1(7), 19-23

FINDING: STANDARD MET

Comments: Written policy allows the Watch Commander to authorize visits by lawyers and requires the visits to be registered on the Prisoner Record. Visits by family are only granted under exceptional circumstances.

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PART 3: SUMMARY

The New Westminster Police Service detention facility is generally well run, although it does have some problems. This department has the oldest of all the detention facilities evaluated. As a consequence of its age, the detention facility's design is less than ideal.

The cells and general layout are poorly designed in terms of recent technology and compliance with the Standards. The problem lies not just with the detention facility but with the building as a whole, due to its small size. As a consequence, there is insufficient room to store departmental equipment such as Emergency Response Team weapons and crowd control equipment, resulting in equipment being stored in the jail. In addition, various other miscellaneous items, including boxes of food, helmets, and filing cabinets are stored in shower stalls and the prisoner's phone room. It is apparent from discussions with police members that recently the department has attempted to improve the facility. For example, the department has recently amended its detention facility policies (although not all members were aware of the changes and some inconsistencies were present during the interviews). The department is scheduled to move into a new building by the end of 2001. A new jail should help alleviate many of the current problems.

During the evaluation team's inspection of the detention facility, there were several security concerns noted:

- The phone room has loose metal filing cabinets;
- The secure bay has road barricades, a chair, etc.; and
- An unlocked drawer in the kitchen has two steel blade knives.

All of these items could be used as weapons or to cause damage in the facility.

On the positive side, the guards are generally knowledgeable and aware of their responsibilities within the facility. Interview and questionnaire results indicate that police personnel are also knowledgeable about jail procedures and aware of their responsibilities with respect to the detention facility.

Of the 35 Standards set out in Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia*, the New Westminster Police Service failed to meet six. Four of the six unmet Standards can easily be corrected, largely through revision of written policy and the documentation of various detention facility inspections (E1.3.3, E1.3.4, E1.4.14 and E1.7.3).

Standard E1.3.3 can be met by the revision of written policy to require the testing of fire protection equipment and Standard E1.3.4 can be met if an emergency evacuation plan is revised and posted. Revision to written policy is also required to include provisions for the supervision of prisoners by guards of the opposite sex (E1.7.3).

Similarly, several Standards could be met if the department ensures that the various inspections required by the Standards are documented. Standard E1.4.14 requires the documentation of all inspections as well as the documentation of significant or unusual occurrences. As already mentioned, many of the inspections are not being documented and the evaluation team noted that significant or unusual events within the jail are not recorded when guards are on their meal breaks. The result is an inconsistent flow of information.

Of more concern were the findings with respect to Standards E1.2.1 and E1.7.2. Air circulation in the detention facility is a problem (E1.2.1). Staff expressed concerns to the evaluation team about poor air quality and the lack of temperature control. The department should take reasonable steps to ensure that the circulation of air meets the Standard.

Standard E1.7.2 requires that each prisoner be visually checked frequently and New Westminster's policy states that these checks should be conducted at least every 15 minutes. A review of the logbook reveals that these checks are being conducted every half-hour and not at all when guards are on meal breaks. The department needs to take steps to ensure these checks are conducted as required.

Other findings of note include concerns around the searching of prisoners and the lack of immobilization equipment. An inconsistency was noted in the department's written policies concerning the searching of prisoners. One policy section requires that prisoners be searched by persons of the same sex prior to being placed in cells (Policy 0130, Section 48). Another policy section inconsistently states that a female officer or guard should search detained or arrested females being booked into the detention facility, but if a female guard is not available then females may be searched by a male officer if the search is recorded on video and a supervisor is present (Policy 0130, Section 27). During interviews, staff advised that such a search would be considered a cursory search only. The department's policies should be revised to eliminate the inconsistency.

The evaluation team noted that the New Westminster Police Service is the only department evaluated that does not possess any special equipment for immobilizing self-destructive prisoners (such as the BOARD or WRAP). When necessary, members have improvised by shackling prisoners through the bars with a mattress between the bars and the prisoner to prevent the prisoner from hitting his head on the floor or bars. While such methods are somewhat unconventional, interviews with staff indicate they are effective and have ensured that prisoners remain safe. Nevertheless, the department should consider getting equipment specifically designed for that purpose.

Follow Up

The fairly successful evaluation of the New Westminster detention facility negates the need for a follow up site visit to the New Westminster jail. As such, the New Westminster Police Service is asked to address within six months of the receipt of this report the recommendations made with respect to adherence to provincial policing Standards. Copies of revised written policy and/or documentation stating that required actions have been made, or are anticipated to be made, should be provided to Police Services Division as required by the MPE consultation process approved by the British Columbia Association of Municipal Chiefs of Police.

A summary of recommendations requiring follow up by the New Westminster Police Service are:

1. The New Westminster Police Service *consider* revising written policy to clearly identify the position within the department with overall responsibility for the operation and maintenance of the detention facility, as per Standard E1.1.1.

2. The New Westminster Police Service take reasonable steps to ensure that the circulation of air meets Standard E1.2.1.

3. The New Westminster Police Service revise written policy to include the testing of equipment, as per Standard E1.3.3.

4. The New Westminster Police Service post the emergency evacuation plan, and designate and sign emergency exits, as per Standard E1.3.4.

5. The New Westminster Police Service *consider* revising written policy to specify where prisoners will be lodged in cases of mass arrest and to specify practical procedures for processing these prisoners, as per Standard E1.4.12.

6. The New Westminster Police Service ensure that significant or unusual occurrences and detention facility inspections are documented, as per Standard E1.4.14.

7. The New Westminster Police Service take the necessary steps to ensure that prisoners are visually checked and monitored, as per Standard E1.7.2.

8. The New Westminster Police Service revise policy to specify procedures to be followed when prisoners are supervised by a staff member of the opposite sex, as per Standard E1.7.3.

APPENDIX H

MUNICIPAL POLICE EVALUATION:

OAK BAY POLICE DEPARTMENT DETENTION FACILITIES

BRITISH
COLUMBIA

Ministry of Public Safety and Solicitor General
Public Safety and Regulatory Branch
Police Services Division

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Part 1: Introduction

Municipal Police Evaluations (MPE)

Prior to 1998, inspection of the independent municipal police departments was within the mandate of the BC Police Commission (BCPC). The BCPC inspections (commonly known as audits) comprised two components: compliance with standards of policing, and a comprehensive examination of the department environment including such areas as departmental morale and management skills and style. Compliance with standards of policing was facilitated by the adoption of provincial policing standards in 1992. The BCPC published these standards in the document entitled, *Provincial Standards for Municipal Police Departments in British Columbia* (hereafter referred to as the Standards). The Standards evolved from a joint venture between the BCPC and the British Columbia Association of Municipal Chiefs of Police. The stated purpose of the Standards is to "identify minimum acceptable standards for police, facilitating uniform policing standards among departments in the province, benefiting both the police and the public."[1]

In July, 1998, following the dissolution of the BCPC, Police Services Division (PSD), Public Safety and Regulatory Branch assumed responsibility for inspection of the 12 independent municipal police departments. The mandate was codified in s.40(1)(a) of the Police Act (R.S.B.C. 1998) as follows:

> 40(1) …the director <*of Police Services Division*> has the following functions:
> (a) to inspect and report on the quality and standard of policing and law enforcement services including but not limited to:
> (xvi) inspecting policing and law enforcement operations and procedures,
> (xvii) evaluating programs for
> (a) training persons who intend to become police officers
> (b) training officers
> (c) re-training officers, and
> (d) training officers who are eligible for advanced training and
> (xviii) evaluating standards of policing and law enforcement.

PSD took an opportunity to revisit the BCPC municipal police department audit procedure following receipt of responsibility for these inspections. BCPC audit procedures had not been revised for many years, and municipal police chiefs had expressed concerns around the usefulness of these procedures. A review of the BCPC audit process, undertaken during 1999, involved extensive consultation with municipal police departments. A new model for conducting inspections of the 12 independent municipal police departments was implemented during 2000. To distinguish the new model from the previous BCPC audits, the process is referred to as Municipal Police Evaluations (MPEs).

The fundamental principles underlying the MPE model are:

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[1] *The Provincial Standards for Municipal Police Departments in British Columbia, BCPC page 9.*

- The Municipal Police Evaluation process reflects the statutory mandate of the Director of Police Services Division to ensure the delivery of adequate policing services in the province.
- Evaluating police services is a collaborative effort between municipal police departments and Police Services Division.
- Police Services Division assumes a lead role in the Municipal Police Evaluation process.
- The Municipal Police Evaluation process protects the fundamental values of policing including the independence of policing and its arm's length relationship with government.
- The Municipal Police Evaluation model limits the autonomy of the evaluation team.

The most fundamental procedural difference between the BCPC audit process and the new MPE model is the scope of each review. Under the BCPC process, all aspects of one municipal department were reviewed extensively and a report was produced that dealt exclusively with that department. Each year, generally two to three BCPC audits were completed; consequently, four to six years could elapse between audits for each municipal police departments. In contrast, under the new MPE process, one aspect of policing is reviewed at all twelve municipal departments during each evaluation. The scope of the evaluation is narrowed so that all departments can participate in each review. In short, one aspect of policing is chosen for the evaluation (e.g., detention facilities), and the evaluation is conducted across all municipal police departments during the same time period. Similar to the BCPC audits, it is anticipated that two to three MPEs will be conducted in the province each year.

The MPE model comprises two types of evaluation:

- Compliance of municipal police departments with specific *Provincial Standards for Municipal Police Departments in British Columbia.* For example, compliance to Standards concerning detention facilities; and
- Specific program/policy review. For example, review of Emergency Response Team programs. As a specific program/policy is evaluated, Standards associated with the program/policy will also be reviewed and verified.[2]

MPE topics are selected each year following a consultative process between the MPE Working Committee (comprised of representatives from municipal police departments and

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[2] PSD proposes to conduct a review of provincial policing standards as a separate project in the future. In the meantime, as the new model is implemented, compliance with existing associated provincial standards will be undertaken as stated in the model.

PSD staff) and the MPE Steering Committee (membership includes three municipal Chiefs of Police, a representative from the BC Association of Police Boards, and the Director of Police Services).

Methodology

There are twelve independent municipal police departments in British Columbia: Abbotsford, Central Saanich, Delta, Esquimalt, Nelson, New Westminster, Oak Bay, Port Moody, Saanich, Vancouver, Victoria and West Vancouver. Eleven of these were included in the MPE of detention facilities. The evaluation of the Vancouver Police Department's (VPD) detention facilities was deferred.

The evaluation team consisted of two PSD staff and an experienced contractor. The contractor was a retired VPD inspector with 30 years policing experience.

For a more detailed discussion of methodology, please see pages 11 through 16 of the *Provincial Profile Report.*

In Part 2 of this report, the results for your department are discussed. Included in the report are a brief discussion of the MPE process at your department, a department description, the findings of the Standards review, and a summary of findings.

PART 2: FINDINGS

MPE Process at the Oak Bay Police Department

The evaluation team visited the Oak Bay Police Department for one day in August 2000. Four interviews were conducted, including one with a police manager and three with patrol constables.

Sixteen questionnaires were sent to patrol officers at the department prior to the evaluation team's site visit. Of these, 38% were returned. As Oak Bay Police Department operates a holding facility and not a detention facility, no guards are employed.

The Oak Bay Police Department

The Oak Bay Police Department provides policing services to the Municipality of Oak Bay. Oak Bay's 1999 population was 17,900 persons. The department had an authorized strength of 22 police officers in 1999 and operated at full strength during that year.

In 1999, there were 977 *Criminal Code* offences reported to police in Oak Bay. This represents a decline of 2% from 1998. In the ten-year period 1990 to 1999, the number of offences fluctuated somewhat, reaching a high of 1,362 offences in 1993 and a low of 977 offences in 1999. Overall, the number of offences reported in 1999 is 12% lower than the number reported in 1990. Moreover, Oak Bay's 1999 crime rate of 55 offences per 1,000 persons represents a decrease of 10% from the rate reported 10 years earlier.

The Oak Bay Police Department Holding Facility

The Oak Bay Police Department does not operate a detention facility per se; the department operates three "holding rooms." The holding rooms are of solid construction (no bars) as are the doors. The doors have keyhole viewers. One of the secure rooms has a camera that can be monitored in the Communication Centre, as well as a toilet, a basin, a drinking fountain and a bench bolted to the floor. The other two secure rooms have benches only.

The holding area is accessible immediately off the parking area through a locked door into a hallway. Three keyed lockable rooms are available immediately upon entry off the hallway. The holding area is open to the remainder of the building; consequently, if a prisoner subdued the arresting officer, he would have access to much of the building.

Persons arrested by Oak Bay members are transported to either the holding unit or to the Victoria Police Department detention facility. Generally, any prisoners who may prove difficult (e.g., present a danger to themselves or the police) or are arrested for state of intoxication in a public place (SIPP), are transported directly to the Victoria detention facility.

Persons brought to the Oak Bay holding facility include: persons involved in incidents that require further investigation; persons to be released on an Appearance Notice or Promise to Appear; and young offenders who are held for pick-up by their parents.
Prisoners in the first category may eventually be transported to the Victoria detention facility or released.

The holding area accommodates approximately 60 prisoners per year (65 in 1998 and 52 in 1999). According to staff, prisoners are seldom held for longer than 30 minutes; however, that time can be extended for young offenders waiting to be picked up by parents.

Standards Review

Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia* sets out the Standards for detention facilities. However, the Oak Bay Police Department is not required to comply with these Standards because it does not hold prisoners until they attend court and therefore does not operate a detention facility.

Although the Standards are not applicable to Oak Bay in the same manner as they are to the other municipal police departments, the evaluation team took an opportunity to visit Oak Bay's facility and conduct a review similar to that performed at the other departments. In the Standards review below, each Standard is followed by comments from the evaluation team. However, unlike the reports for the other independent municipal police departments (except for the Esquimalt Police Department which also contains a holding facility), this report does not contain individual recommendations for revision to Oak Bay's policies and procedures.

The purpose of this report is to provide Oak Bay with information about its holding facility and does not imply that the department is mandated to comply with the Standards. Notwithstanding that fact, and the fact that individual recommendations are not made within the review of Standards, the evaluation team did uncover some problems with the Oak Bay holding facility that may require remedial action on the part of the department. These concerns are outlined in the Summary section of this report.

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E1.1 MANAGEMENT

E1.1.1 Written policy establishes responsibility for the operation and maintenance of the detention facility.

Notes: The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.

Comments: There is no written policy that establishes responsibility for the operation and maintenance of the holding facility. Despite the fact that the holding area may not be considered a detention facility, prisoners are locked up for a period of time. Some position within the department should be identified as being responsible for the facility.

E1.1.2 Written policy governs access of persons to the detention facility.

Notes: Policy should address access to the facility by police, counsel, family and others.

Comments: Prisoners are held for only a short period of time and are either released or transported to the Victoria Police Department where access is determined by Victoria's policies.

E1.2 PHYSICAL PLANT

E1.2.1 Detention facilities provide the following minimum conditions for prisoners:

- **sufficient lighting;**
- **circulation of air in accordance with local public health standards;**
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding for each prisoner held in excess of eight hours.**

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

Comments: The holding rooms have sufficient lighting. Each room has an exhaust vent; however, air must enter via the crack between the door and the floor. Only one room has toilet facilities and a wash basin. Prisoners can be moved from one room to another to ensure the use of facilities and there is seldom more than one prisoner held at a time. Blankets are available if required; bedding is not necessary, as prisoners are not detained for lengthy periods of time.

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E1.3 SAFETY AND SANITATION

E1.3.1 Written policy describes fire prevention practices and procedures for the detention facility.

Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire.

Comments: There is no written policy describing fire prevention practices and procedures for the holding rooms.

E1.3.2 The type and location of fire protection equipment is approved in writing by provincial or local fire officials.

Notes: The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

Comments: The police building does not have a fire detection system, fire alarm or sprinkler system. There are two fire extinguishers located within the building, with the closest in the radio room a few steps away. Staff advised during interviews that the fire department conducts an inspection of the building twice a year.

E1.3.3 Written policy requires the documented inspection and testing of fire protection equipment in accordance with documented applicable regulations and legislation.

Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

Comments: The only fire safety devices located within the department are the two fire extinguishers, neither of which is located directly in the holding unit.

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

Comments: There is no emergency evacuation plan posted in the holding area. There are two exits from the holding area hallway; the first is through the door at one end of the hall and the second is into the main office area at the other end of the hall.

E1.3.5 Written policy requires a sanitation inspection of the facility.

***Notes:** The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions.*

Comments: There is no written policy requiring a sanitation inspection of the holding facility.

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: Exceptions to the standard may be made in emergency situations.

Comments: There is no written policy requiring the securing of firearms. There are four lockers available for securing firearms. These lockers are also used to store prisoner effects. Interviews with staff indicate police officers use the lockers to store their firearms.

E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

Notes: The policy should indicate who is responsible for making this security check.

Comments: There is no written policy requiring a documented security check of a holding room prior to being occupied by a prisoner.

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.

Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

Comments: There is no written policy requiring a weekly documented security inspection of the holding facility.

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Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

Comments: There is no written policy requiring a weekly documented security inspection of the holding facility.

E1.4.4 There is a security alarm system linked to a designated control point.

Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

Comments: There is no alarm system in the holding facility; however, the Communication Centre is close by and could easily be advised if a problem occurred.

E1.4.5 There is a video surveillance and recording system for all prisoner booking areas.

Notes: The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.

Comments: The holding facility does not have a booking area. There is a video camera in one of the three holding rooms.

E1.4.6 Written policy describes procedures to be followed in the event of an escape.

Notes: The procedures to be followed if an escape occurs should be made known to all facility personnel.

Comments: There is no written policy describing procedures to be followed in the event of an escape.

E1.4.7 Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.

Notes: The policy should specify which items may be retained by the prisoner.

Comments: Oak Bay has written policy requiring that all property be removed from the prisoner and documented on the Prisoner Record form prior to the prisoner being placed in a holding room. The property is placed in one of the four lockers leading into the interview room.

E1.4.8 A booking form is completed for every person booked into the facility and contains the following information to the extent permitted by law:

- **arrest information;**
- **apparent physical and psychological condition;**
- **medications taken by prisoner;**
- **property inventory and disposition; and**
- **prisoner profile coding.**

Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

Comments: Written policy requires a Prisoner Record (BCMP 600) to be completed for every arrested person transported to the Oak Bay Police Department. If the prisoner is subsequently transported to the Victoria Police Department detention facility, the form accompanies the prisoner. A new prisoner record is completed when the prisoner is booked into the Victoria facility.

E1.4.9 Written policy requires that young persons are detained separately from adult prisoners.

Notes: Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.

Comments: There is no written policy requiring that young persons be detained separately from adult prisoners. However, the three holding rooms are of solid construction (no bars), therefore all prisoners are separated in practice.

E1.4.10 Written policy requires that female prisoners are detained separately from male prisoners.

Notes: Female prisoners should be separated by sight and sound from male prisoners.

Comments: There is no written policy requiring female prisoners to be detained separately from male prisoners. However, the three holding rooms are of solid construction (no bars), therefore all prisoners are separated in practice.

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Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

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E1.4.11 **Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.**

Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

Comments: Written policy (01010.1.3) directs that consideration be given to transporting "problem" prisoners directly to the Victoria Police Department facility. Interviews with staff indicate that this occurs.

E1.4.12 **Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.**

Notes: The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

Comments: There is no written policy describing procedures to be followed in the event of a group arrest. However, the usual practice would occur; that is, the prisoners would be transported to the Victoria Police Department facility.

E1.4.13 **Written policy governs the return of property to prisoners upon release.**

Notes: Property retained for evidentiary or other purposes should be noted on the inventory form.

Comments: There is no written policy governing the return of property to the prisoner upon release.

E1.4.14 **Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded, in addition to all detention facility inspections required by these standards.**

Notes: The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.

Comments: There is no written policy requiring a journal to be maintained, but a log book is maintained which lists the prisoners who have been lodged in the holding rooms.

E1.5 MEDICAL AND HEALTH CARE SERVICES

E1.5.1 Written policy identifies the policies and procedures to be followed when a prisoner is in need of medical assistance.

Notes: The intent of this standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.

Comments: Written policy (01010.6.0) requires an Emergency Health Services (EHS) ambulance to attend any prisoner in need of medical attention prior to being transported to either the Oak Bay holding facility or the Victoria Police detention facility. Subsequent police action is to be guided by EHS staff direction.

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

Comments: There is no first aid kit in the holding facility, however one is available in the Communication Centre.

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.

Notes: Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

Comments: According to policy and interviews with staff, no dispensing of pharmaceuticals or medical treatment occurs in the facility.

E1.5.4 Written policy establishes procedures to be followed when a prisoner has an infectious disease.

Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

Comments: Written policy requires that if a prisoner is infectious then further details must be provided with respect to the type of infection. Interviews with staff indicate that if it were known that a prisoner was infectious, they would either be taken to hospital or directly to the Victoria Police Department facility.

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E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.

Notes: The intent of the standard is that prisoners receive appropriate medical attention.

Comments: There is no written policy that deals specifically with prisoners of questionable consciousness; however, written policy (01010.6.0) requires that any prisoner who displays symptoms of an illness must be attended by EHS and if the illness or injury is serious EHS should be requested "Code 3."

E1.6 POLICE RESPONSIBILITIES REGARDING PRISONERS

E1.6.1 Written policy requires that a prisoner's opportunity for lawful release from custody is not impeded.

Notes: The intent of the standard is to ensure compliance with the Criminal Code and Charter of Rights and Freedoms.

Comments: There is no written policy requiring that a prisoner's opportunity for lawful release from custody is not impeded.

E1.6.2 Written policy ensures confidential access to counsel.

Notes: Every effort should be made to ensure privacy in contacts between counsel and their clients.

Comments: There is no written policy that ensures confidential access to counsel, although written policy (01010.3.6) does state that persons who are placed in the interview room for access to counsel are to remain under constant observation. Interviews with staff indicate that prisoners are given confidential access to counsel.

E1.6.3 Written policy sets forth procedures for a prisoner's access to a telephone, telephone directory and legal aid assistance.

Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

Comments: There is no written policy that requires prisoners to have access to a telephone, telephone directory or legal aid assistance.

E1.6.4 Three meals are provided to all prisoners in the facility during each 24 hour period.

Notes: No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated.

Comments: No meals are provided, as prisoners are not held long enough to warrant them.

E1.7 SUPERVISION OF PRISONERS

E1.7.1 Written policy requires the constant monitoring of prisoners by department staff.

Notes: Constant monitoring is essential for maintaining security and ensuring the safety and welfare of prisoners.

Comments: Written policy (01010.3.5) requires that persons who are placed in a holding room will be checked visually every 10 minutes by the supervisor or a member delegated by the supervisor. Also, written policy (01010.3.6) requires that persons placed in the interview room for access to counsel will remain under constant observation. The holding room with the camera can be monitored in the Communication Centre, however there is no policy stating that it is the duty of dispatchers to monitor the prisoner.

E1.7.2 Written policy requires that each prisoner be visually checked frequently by department staff.

Notes: Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the purpose of this standard a visual check does not include video surveillance.

Comments: See E1.7.1

E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.

Notes: The intent of the standard is that prisoners receive appropriate medical attention.

Comments: There is no written policy that deals specifically with prisoners of questionable consciousness; however, written policy (01010.6.0) requires that any prisoner who displays symptoms of an illness must be attended by EHS and if the illness or injury is serious EHS should be requested "Code 3."

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Comments: There is no written policy requiring that a prisoner's opportunity for lawful release from custody is not impeded.

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Notes: Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the purpose of this standard a visual check does not include video surveillance.

Comments: See E1.7.1

E1.7.3 Written policy specifies procedures when prisoners are supervised by a staff member of the opposite sex.

Notes: It is inappropriate for staff to supervise prisoners of the opposite sex. Staff should be advised of procedures to be followed in these cases when the appropriate staff are not available.

Comments: There is no written policy that governs the supervision of prisoners by staff of the opposite sex.

E1.7.4 Written policy governs prisoners' visitations and describes procedures for registering visitors to the facility and for searching visitors.

Notes: Prisoners may be permitted visitors consistent with security and operational considerations.

Comments: Interviews with staff indicate that no visitors are allowed.

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Notes: It is inappropriate for staff to supervise prisoners of the opposite sex. Staff should be advised of procedures to be followed in these cases when the appropriate staff are not available.

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Notes: Prisoners may be permitted visitors consistent with security and operational considerations.

Comments: Interviews with staff indicate that no visitors are allowed.

PART 3: SUMMARY

The Oak Bay Police Department is one of the two independent municipal police departments in BC that operates a holding facility (as opposed to a detention facility) and contracts out its detention function to the Victoria Police Department. The evaluation results indicate that this arrangement appears to be a very practical and efficient approach for Oak Bay to care for its prisoners. By contracting out this function, Oak Bay reduces liability, costs, as well as the responsibility of maintaining trained and knowledgeable guards.

Notwithstanding Oak Bay's agreement with the Victoria Police Department, there are a number of concerns that arise out of the operation of its own holding facility. Of prime concern is the fact that the area where prisoners enter the holding facility and are held, albeit temporarily, is open to the remainder of the building. While the probability of a prisoner subduing a police officer in the building is unlikely, if it did occur, the prisoner would have access to the other sections of the building including the dispatcher (who in the evening and early morning hours is often alone in the building). The prisoner could also cause considerable damage to the building and contents.

Second, consideration should be given to the addition of a video surveillance and recording system in the hallway, and the interview and fingerprinting area. This would protect members from untrue or frivolous allegations. In addition, dispatch could monitor the cameras, ensuring a more timely response should a prisoner become a security risk.

Finally, even though the holding unit is not a detention facility, it would be worthwhile for the Oak Bay Police Department to review the Standards and develop policy in those areas that apply. The establishment of written policy after a review of the Standards will ensure that proper and consistent direction is provided to all members.

Follow Up

The generally successful evaluation of the Oak Bay Police Department's holding facility negates the need for a follow up site visit. No high-risk areas were identified as requiring immediate response from the department. Moreover, as the Standards are not applicable to the department, a written response is not required from the Oak Bay Police Department.

APPENDIX I

MUNICIPAL POLICE EVALUATION:

PORT MOODY POLICE DEPARTMENT DETENTION FACILITIES

BRITISH
COLUMBIA

Ministry of Public Safety and Solicitor General
Public Safety and Regulatory Branch
Police Services Division

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Part 1: Introduction

Municipal Police Evaluations (MPE)

Prior to 1998, inspection of the independent municipal police departments was within the mandate of the BC Police Commission (BCPC). The BCPC inspections (commonly known as audits) comprised two components: compliance with standards of policing, and a comprehensive examination of the department environment including such areas as departmental morale and management skills and style. Compliance with standards of policing was facilitated by the adoption of provincial policing standards in 1992. The BCPC published these standards in the document entitled, *Provincial Standards for Municipal Police Departments in British Columbia* (hereafter referred to as the Standards). The Standards evolved from a joint venture between the BCPC and the British Columbia Association of Municipal Chiefs of Police. The stated purpose of the Standards is to "identify minimum acceptable standards for police, facilitating uniform policing standards among departments in the province, benefiting both the police and the public."[1]

In July, 1998, following the dissolution of the BCPC, Police Services Division (PSD), Public Safety and Regulatory Branch assumed responsibility for inspection of the 12 independent municipal police departments. The mandate was codified in s.40(1)(a) of the Police Act (R.S.B.C. 1998) as follows:

> 40(1) ...the director <*of Police Services Division*> has the following functions:
> (a) to inspect and report on the quality and standard of policing and law enforcement services including but not limited to:
> (xix) inspecting policing and law enforcement operations and procedures,
> (xx) evaluating programs for
> (a) training persons who intend to become police officers
> (b) training officers
> (c) re-training officers, and
> (d) training officers who are eligible for advanced training and
> (xxi) evaluating standards of policing and law enforcement.

PSD took an opportunity to revisit the BCPC municipal police department audit procedure following receipt of responsibility for these inspections. BCPC audit procedures had not been revised for many years, and municipal police chiefs had expressed concerns around the usefulness of these procedures. A review of the BCPC audit process, undertaken during 1999, involved extensive consultation with municipal police departments. A new model for conducting inspections of the 12 independent municipal police departments was implemented during 2000. To distinguish the new model from the previous BCPC audits, the process is referred to as Municipal Police Evaluations (MPEs).

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[1] *The Provincial Standards for Municipal Police Departments in British Columbia, BCPC page 9.*

The fundamental principles underlying the MPE model are:

- The Municipal Police Evaluation process reflects the statutory mandate of the Director of Police Services Division to ensure the delivery of adequate policing services in the province.

- Evaluating police services is a collaborative effort between municipal police departments and Police Services Division.

- Police Services Division assumes a lead role in the Municipal Police Evaluation process.

- The Municipal Police Evaluation process protects the fundamental values of policing including the independence of policing and its arm's length relationship with government.

- The Municipal Police Evaluation model limits the autonomy of the evaluation team.

The most fundamental procedural difference between the BCPC audit process and the new MPE model is the scope of each review. Under the BCPC process, all aspects of one municipal department were reviewed extensively and a report was produced that dealt exclusively with that department. Each year, generally two to three BCPC audits were completed; consequently, four to six years could elapse between audits for each municipal police departments. In contrast, under the new MPE process, one aspect of policing is reviewed at all twelve municipal departments during each evaluation. The scope of the evaluation is narrowed so that all departments can participate in each review. In short, one aspect of policing is chosen for the evaluation (e.g., detention facilities), and the evaluation is conducted across all municipal police departments during the same time period. Similar to the BCPC audits, it is anticipated that two to three MPEs will be conducted in the province each year.

The MPE model comprises two types of evaluation:

- Compliance of municipal police departments with specific *Provincial Standards for Municipal Police Departments in British Columbia*. For example, compliance to Standards concerning detention facilities; and

- Specific program/policy review. For example, review of Emergency Response Team programs. As a specific program/policy is evaluated, Standards associated with the program/policy will also be reviewed and verified.[2]

MPE topics are selected each year following a consultative process between the MPE Working Committee (comprised of representatives from municipal police departments and

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[2] PSD proposes to conduct a review of provincial policing standards as a separate project in the future. In the meantime, as the new model is implemented, compliance with existing associated provincial standards will be undertaken as stated in the model.

PSD staff) and the MPE Steering Committee (membership includes three municipal Chiefs of Police, a representative from the BC Association of Police Boards, and the Director of Police Services).

Methodology

There are twelve independent municipal police departments in British Columbia: Abbotsford, Central Saanich, Delta, Esquimalt, Nelson, New Westminster, Oak Bay, Port Moody, Saanich, Vancouver, Victoria and West Vancouver. Eleven of these were included in the MPE of detention facilities. The evaluation of the Vancouver Police Department's (VPD) detention facilities was deferred.

The evaluation team consisted of two PSD staff and an experienced contractor. The contractor was a retired VPD inspector with 30 years policing experience.

For a more detailed discussion of methodology, please see pages 11 through 16 of the *Provincial Profile Report.*

In Part 2 of this report, the results for your department are discussed. Included in the report are a brief discussion of the MPE process at your department, a department description, the findings of the Standards review, and a summary of findings.

PART 2: FINDINGS

MPE Process at the Port Moody Police Department

The evaluation team conducted the site visit at the Port Moody Police Department in May 2000 over a three-day period. Fourteen interviews were conducted, including four with police managers, four with patrol constables, three with jail guards and three with dispatchers.

Overall, 30 questionnaires were sent to the department prior to the evaluation team's site visit. Of these, 60% were returned. The response rate for police officers was considerably higher than guards (81% for patrol officers vs. 36% for guards).

The Port Moody Police Department

The Port Moody Police Department provides police services to the City of Port Moody. Port Moody's 1999 population was 23,736 persons. The department had an authorized strength of 31 police officers in 1999 and operated at full strength during that year.

In 1999, there were 1,662 *Criminal Code* offences reported to police in Port Moody. This represents a decline of 16% over 1998. In the ten-year period 1990 to 1999, the number of offences fluctuated somewhat, reaching a high of 2,075 offences in 1996 and a low of 1,662 offences in 1999. The number of offences reported in 1999 represents a decrease of 17% from the number reported in 1990. In addition, Port Moody's 1999 crime rate of 70 offences per 1,000 persons, represents a decrease of 18% from the rate reported 10 years earlier.

The Port Moody Police Department Detention Facility

The Port Moody Police Department's detention facility is located in the southwest corner of the police building. The cell area consists of: two adult male cells each with two bunks; one drunk tank in the male cell area; one cell with one bunk that can be utilized as either a female or young offender cell; and one holding cell with one bunk. The facility also contains a BTA room, interview room, line-up room (no longer in use), janitor room, visitor room and a small phone booth for the use of prisoners.

All the cells have bars that are covered on the inside by Plexiglas. The Plexiglas acts as a preventative measure to prevent prisoners from attempting or committing suicide by hanging themselves from the cell bars. They also provide protection for the guards by preventing the prisoners from reaching through the bars or throwing debris.

The male and female/youth cells have bunks and a stainless steel one-unit washroom facility. The holding cell has a bunk but no toilet and the drunk tank has neither bunks or toilets.

The female/youth cell is immediately adjacent to the guardroom and has a glass window separating the two, thereby giving the guard immediate and constant visual contact with the prisoner.

Guards are employed part-time, on an on-call basis. They are called out on as needed basis by Communication Centre staff following direction from the Watch Commander or arresting officer. Guards are instructed not to have physical contact with prisoners. They do not book or fingerprint prisoners; the arresting officer performs both of these functions.

Interview and questionnaire results indicate that all guards are capable and knowledgeable and demonstrated a concern for doing their job well. To assist guards, the Port Moody Police Department has developed a Cell Block Manual (CBM) which lists their duties and responsibilities and provides details on the operation of the facility.

The Port Moody Police Department detention facility held an average of 390 prisoners per year between 1995 and 1999.

Standards Review

Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia* sets out the Standards for detention facilities. These Standards comprise the basis of this evaluation. The results of the questionnaires, interviews, policy and procedure review, and physical inspection have been incorporated into the discussion below. Each Standard is set out and followed by the findings and recommendations where appropriate.

For each Standard, four findings are possible. These include:

Standard Met – the department meets the provincial Standard both in written policy (where required) and in practice. No departmental action required.

Standard Met in Practice (Not Met in Policy) – although the written policy is lacking (either insufficient to meet the Standard or absent from the documentation provided to the evaluation team), the review reveals that the department is meeting the Standard in the day-to-day activities of the detention facility. Generally, this finding requires that the department revise written policy.

Standard Not Met in Practice (Met in Policy) – although the written policy is sufficient to meet the requirements of the Standard, the review reveals that the department does not meet the intent of the Standard in the day-to-day activities of the detention facility. This is a more significant finding than a finding that a particular Standard is met in practice (but not in policy) because it indicates that the department is deficient in fulfilling the intent of the Standard. Generally, this finding requires that the department revise current practice.

Standard Not Met – This finding indicates that the department does not meet the Standard in written policy (where required) or in current practice. This finding requires the department to provide written policy (where required) and ensure current practice meets the intent of the Standard.

Where a Standard is not met (for any reason), this finding will be followed by a recommendation for resolution.

On occasion, a recommendation may be made even if a particular Standard is met both in policy and practice. In these recommendations, departments are asked to *consider* taking a particular action.

As mentioned above, the Port Moody Police Department has developed a Cell Block Manual to assist the guards in performing their duties. The Manual was forwarded to the evaluation team with the department's policies; consequently, it is included in the discussion below. The Standard is considered met only if the department's formal policies meet the requirements, however, the applicable Cell Block Manual reference is also cited and discrepancies between the two documents are noted.

E1.1 MANAGEMENT

E1.1.1 Written policy establishes responsibility for the operation and maintenance of the detention facility.

Notes: The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.

Port Moody Police Department Reference: Policy 0120, Sections 1, 1(1), 1(2), 1(3)

FINDING: STANDARD MET

Comments: Policy establishes overall administrative responsibility for the detention facility under the authority of the Chief Constable, with designated responsibility to the Inspector i/c Administration and Operational Support Services (AOSS). The Inspector AOSS is also responsible for maintenance of the facility.

The Inspector i/c Operations is responsible for the daily operation of the facility while the on-duty Watch Commander is responsible for the prisoners.

E1.1.2 Written policy governs access of persons to the detention facility.

Notes: Policy should address access to the facility by police, counsel, family and others.

Port Moody Police Department Reference: Policy 0120, Section 2

FINDING: STANDARD MET*

department to provide written policy (where required) and ensure current practice meets the intent of the Standard.

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Port Moody Police Department Reference: Policy 0120, Section 2

FINDING: STANDARD MET*

Comments: The policy meets the minimum requirements of the Standard. Policy states that unauthorized persons will not have access to the detention facility without being accompanied by a sworn member.

* Policy does not specifically address access to the facility by police, counsel, family or others, with the exception of maintenance personnel. In addition, the current policy implies that each sworn member may authorize access to the detention facility. Policy should specifically state who may authorize access. Interview findings indicated that permission must be obtained from a police supervisor prior to a visit to the jail.

RECOMMENDATION

1. The Port Moody Police Department *consider* developing written policy clearly addressing access to the facility, as per Standard E1.1.2.

E1.2 PHYSICAL PLANT

E1.2.1 Detention facilities provide the following minimum conditions for prisoners:

- **sufficient lighting;**
- **circulation of air in accordance with local public health standards;**
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding for each prisoner held in excess of eight hours.**

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

Port Moody Police Department Reference: Policy 0120, Section 3; Cell Block Manual, Section 2B

FINDING: STANDARD MET

Comments: All cells have adequate lighting which also allows the video monitors to obtain reasonable images. Policy states all lighting will be maintained to WCB and Building Code Standards.

All cells have air intake vents that also contain a heating component. There is a separate manually switched exhaust system in the main cell area. Policy states that air conditioning and heating equipment are to be maintained to Simon Fraser Public Health Department standards (although it is not clear whether these standards exist).

Toilets, drinking water and wash basins are available in all but the holding cell and the drunk tank. Two showers are located in the detention facilities.

All cells except the drunk tank have either one or two bunks with foam mattresses and wool blankets provided.

E1.3 SAFETY AND SANITATION

E1.3.1 Written policy describes fire prevention practices and procedures for the detention facility.

Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire.

Port Moody Police Department Reference: Policy 0140, Section 1; Cell Block Manual, Section 4

FINDING: STANDARD MET

Comments: Policy sets out the following fire prevention practices and procedures:

- Prisoners are not allowed matches or lighters in the detention facility (they will be stored with the prisoner's effects);
- The Watch Commander must report any fire hazards noticed during the daily inspection of the facility to the NCO i/c Administration for action;
- Fire equipment must be approved by the Port Moody Fire Department; and
- Fire protection equipment must be inspected and maintained in accordance with Provincial and Municipal Fire and Safety Regulations.

The Cell Block Manual also has a detailed plan of what is to occur in the event of a fire.

E1.3.2 The type and location of fire protection equipment is approved in writing by provincial or local fire officials.

Notes: The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

Port Moody Police Department Reference: Policy 0140, Sections 1-2; Cell Block Manual, Section 4

FINDING: STANDARD MET*

Comments: The policy meets the minimum requirements of the Standard. Policy states that unauthorized persons will not have access to the detention facility without being accompanied by a sworn member.

* Policy does not specifically address access to the facility by police, counsel, family or others, with the exception of maintenance personnel. In addition, the current policy implies that each sworn member may authorize access to the detention facility. Policy should specifically state who may authorize access. Interview findings indicated that permission must be obtained from a police supervisor prior to a visit to the jail.

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Notes: The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

Port Moody Police Department Reference: Policy 0140, Sections 1-2; Cell Block Manual, Section 4

FINDING: STANDARD MET*

Comments: The Port Moody Fire Department inspects the detention facility annually and provides a checklist that states the equipment is satisfactory. There are two 28 lbs. pressurized water fire extinguishers, last serviced in February 2000 and a 2" fire hose in the main cell block area.

* Notably, the detention facility does not have a pull fire alarm, heat or smoke detectors or a sprinkler system. Moreover, written policy states that the fire plan addresses heat and smoke detection systems and automatic fire alarms despite the fact that the detention facility does not have this equipment.

E1.3.3 Written policy requires the documented inspection and testing of fire protection equipment in accordance with documented applicable regulations and legislation.

Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

Port Moody Police Department Referance: Policy 0140, Section 1(3); Cell Block Manual, Sections 4(3)(b), (7)

FINDING: STANDARD MET

Comments: Policy requires the documented inspection and maintenance of fire protection equipment in accordance with the provincial and municipal fire and safety regulations. The Cell Block Manual requires fire drills twice per year with documentation. With regard to testing there is very little fire equipment that must be tested; the fire extinguishers are inspected annually by a contract company.

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

Port Moody Police Department Reference: Policy 0140, Section 2(1); Cell Block Manual, Section 4

FINDING: STANDARD MET*

Comments: A schematic of the jail area showing escape routes and exits is posted on the wall of the booking area and a detailed fire plan exists in the Cell Block Manual. Two separate emergency exit routes are available.

* The plan does not include provisions for first aid or hospital transportation.

E1.3.5 Written policy requires a sanitation inspection of the facility.

Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions.

Port Moody Police Department Reference: Policy 0120, Section 4

FINDING: STANDARD MET

Comments: Policy requires the on-duty Watch Commander to inspect the facility each day. In fact, this occurs twice each day as each Watch Commander inspects the facility not only for sanitary purposes but also for security purposes. The inspection is documented in a log held at the booking desk.

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: Exceptions to the standard may be made in emergency situations.

Port Moody Police Department Reference: Policy 0130, Section 3; Cell Block Manual, Section 2G

FINDING: STANDARD MET

Comments: Policy clearly states that no firearms are allowed in the detention facility. Two sets of four keyed gun lockers are available, one in the sallyport and one in the corridor outside the detention facility.

E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

Notes: The policy should indicate who is responsible for making this security check.

Port Moody Police Department Reference: Policy 0130, Section 3(2); Cell Block Manual, Section 2F(1)

FINDING: STANDARD MET*

Comments: Written policy requires a documented security check of a cell by each police member prior to putting a prisoner in a cell. In addition, the Cell Block Manual requires the guard (not the booking member) to inspect each cell prior to occupation by a prisoner. Interviews determined that guards complete the task once at the beginning of their shift.

Comments: The Port Moody Fire Department inspects the detention facility annually and provides a checklist that states the equipment is satisfactory. There are two 28 lbs. pressurized water fire extinguishers, last serviced in February 2000 and a 2" fire hose in the main cell block area.

* Notably, the detention facility does not have a pull fire alarm, heat or smoke detectors or a sprinkler system. Moreover, written policy states that the fire plan addresses heat and smoke detection systems and automatic fire alarms despite the fact that the detention facility does not have this equipment.

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Port Moody Police Department Reference: Policy 0140, Section 1(3); Cell Block Manual, Sections 4(3)(b), (7)

FINDING: STANDARD MET

Comments: Policy requires the documented inspection and maintenance of fire protection equipment in accordance with the provincial and municipal fire and safety regulations. The Cell Block Manual requires fire drills twice per year with documentation. With regard to testing there is very little fire equipment that must be tested; the fire extinguishers are inspected annually by a contract company.

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

Port Moody Police Department Reference: Policy 0140, Section 2(1); Cell Block Manual, Section 4

FINDING: STANDARD MET*

Comments: A schematic of the jail area showing escape routes and exits is posted on the wall of the booking area and a detailed fire plan exists in the Cell Block Manual. Two separate emergency exit routes are available.

* The plan does not include provisions for first aid or hospital transportation.

E1.3.5 Written policy requires a sanitation inspection of the facility.

***Notes:** The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions.*

Port Moody Police Department Reference: Policy 0120, Section 4

FINDING: STANDARD MET

Comments: Policy requires the on-duty Watch Commander to inspect the facility each day. In fact, this occurs twice each day as each Watch Commander inspects the facility not only for sanitary purposes but also for security purposes. The inspection is documented in a log held at the booking desk.

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

***Notes:** Exceptions to the standard may be made in emergency situations.*

Port Moody Police Department Reference: Policy 0130, Section 3; Cell Block Manual, Section 2G

FINDING: STANDARD MET

Comments: Policy clearly states that no firearms are allowed in the detention facility. Two sets of four keyed gun lockers are available, one in the sallyport and one in the corridor outside the detention facility.

E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

***Notes:** The policy should indicate who is responsible for making this security check.*

Port Moody Police Department Reference: Policy 0130, Section 3(2); Cell Block Manual, Section 2F(1)

FINDING: STANDARD MET*

Comments: Written policy requires a documented security check of a cell by each police member prior to putting a prisoner in a cell. In addition, the Cell Block Manual requires the guard (not the booking member) to inspect each cell prior to occupation by a prisoner. Interviews determined that guards complete the task once at the beginning of their shift.

*It is important to note that questionnaire results indicated that patrol officers were somewhat confused as to who was responsible for conducting the security checks of unoccupied cells. Some patrol officers (31%) were of the opinion that responsibility lay with the duty NCO, while 15% stated that it was the guard's responsibility. A further 23% of patrol officers indicated that they did not know who was responsible for conducting the security checks.

RECOMMENDATION:

2. The Port Moody Police Department *consider* reminding patrol officers of the content and intent of Standard E1.4.2.

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.

Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

Port Moody Police Department Reference: Policy 0130, Section 1.3(1); Cell Block Manual, Section 2F(1)

FINDING: STANDARD MET

Comments: The Watch Commander performs a security inspection twice per day.

E1.4.4 There is a security alarm system linked to a designated control point.

Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

Port Moody Police Department Reference: Policy 0130, Section 3(4)

FINDING: STANDARD MET

Comments: The facility has five panic alarms, one in each of the following areas: BTA room, main cell area, booking area, guardroom, and sallyport. All are connected to the Communication Centre and when pressed the dispatcher will announce on the public address system "trouble in the cells." At times, if no police are in the building, the dispatcher will call cars in off the road to handle a problem.

E1.4.5 There is a video surveillance and recording system for all prisoner booking areas.

Notes: The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.

Port Moody Police Department Reference: Policy 0130, Section 3(3)

FINDING: STANDARD NOT MET

Comments: The camera in the booking area does not cover the complete area; both the areas near the phone booth and the hallway leading to the BTA room are not covered.

The facility has video monitoring in every cell, as well as in the booking area and the sallyport. The cameras in the booking area, female cell and main male cell are in colour. The Communication Centre also has audio surveillance in both the booking area and cells and, when necessary, directions can be issued to prisoners via this system.

The sallyport and the booking area video recording systems are connected to a motion detector and to the dispatcher's console and are on a timer. The timer shuts off the recording feature after a certain amount of time if there is no movement. The remaining areas are recorded only on demand. Some of the cells have blind spots as a result of their configuration; they were built before video monitoring was considered. The dispatchers, if no guard is present, will direct the prisoner away from the blind spots and if necessary will call in a police officer to ensure compliance.

RECOMMENDATION:

3. The Port Moody Police Department add sufficient extra video surveillance cameras to the booking area to enable the complete area to be covered, as per Standard E1.4.5.

E1.4.6 Written policy describes procedures to be followed in the event of an escape.

Notes: The procedures to be followed if an escape occurs should be made known to all facility personnel.

Port Moody Police Department Reference: Policy 0140, Section 3(1)

FINDING: STANDARD MET

Comments: Written policy indicates that the Watch Commander is responsible in the event of an escape. Procedures are provided.

*It is important to note that questionnaire results indicated that patrol officers were somewhat confused as to who was responsible for conducting the security checks of unoccupied cells. Some patrol officers (31%) were of the opinion that responsibility lay with the duty NCO, while 15% stated that it was the guard's responsibility. A further 23% of patrol officers indicated that they did not know who was responsible for conducting the security checks.

RECOMMENDATION:

2. The Port Moody Police Department *consider* reminding patrol officers of the content and intent of Standard E1.4.2.

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.

Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

Port Moody Police Department Reference: Policy 0130, Section 1.3(1); Cell Block Manual, Section 2F(1)

FINDING: STANDARD MET

Comments: The Watch Commander performs a security inspection twice per day.

E1.4.4 There is a security alarm system linked to a designated control point.

Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

Port Moody Police Department Reference: Policy 0130, Section 3(4)

FINDING: STANDARD MET

Comments: The facility has five panic alarms, one in each of the following areas: BTA room, main cell area, booking area, guardroom, and sallyport. All are connected to the Communication Centre and when pressed the dispatcher will announce on the public address system "trouble in the cells." At times, if no police are in the building, the dispatcher will call cars in off the road to handle a problem.

E1.4.5 There is a video surveillance and recording system for all prisoner [illegible] booking areas.

Notes: The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour, and (3) provide evidence for any investigation.

Port Moody Police Department Reference: Policy 0130, Section 3(3)

FINDING: STANDARD NOT MET

Comments: The camera in the booking area does not cover the complete area; both the areas near the phone booth and the hallway leading to the BTA room are not covered.

The facility has video monitoring in every cell, as well as in the booking area and the sallyport. The cameras in the booking area, female cell and main male cell are in colour. The Communication Centre also has audio surveillance in both the booking area and cells and, when necessary, directions can be issued to prisoners via this system.

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RECOMMENDATION:

3. The Port Moody Police Department add sufficient extra video surveillance cameras to the booking area to enable the complete area to be covered, as per Standard E1.4.5.

E1.4.6 Written policy describes procedures to be followed in the event of an escape.

Notes: The procedures to be followed if an escape occurs should be made known to all facility personnel.

Port Moody Police Department Reference: Policy 0140, Section 3(1)

FINDING: STANDARD MET

Comments: Written policy indicates that the Watch Commander is responsible in the event of an escape. Procedures are provided.

E1.4.7 Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.

Notes: The policy should specify which items may be retained by the prisoner.

Port Moody Police Department Reference: Policy 0130, Section 2(2.1); Cell Block Manual, Section 2D

FINDING: STANDARD MET*

Comments: Policy requires the police investigator to conduct a search of each prisoner prior to entry into the cells and that a full list of their effects be noted on the booking sheet. The prisoner is to sign for the items removed and if he/she refuses another police member must initial the booking sheet by way of verification.

* Policy does not specify what items a prisoner may retain; however, the Cell Block Manual makes allowance for prisoners keeping items for cultural or religious reasons.

E1.4.8 A booking form is completed for every person booked into the facility and contains the following information to the extent permitted by law:

- **arrest information;**
- **apparent physical and psychological condition;**
- **medications taken by prisoner;**
- **property inventory and disposition; and**
- **prisoner profile coding.**

Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

Port Moody Police Department Reference: Policy 0130, Section 2(2.1)

FINDING: STANDARD MET*

Comments: Policy requires a booking sheet to be completed for each prisoner and the sheet contains the information required by the Standards.

* The booking sheet has fields for the required information; however, a review of a sample of completed booking sheets revealed that some fields were blank, i.e., scars/marks/ tattoos, drivers licence number and VISEN[3].

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[3] VISEN is a common coding scheme utilized in detention facilities booking sheets to indicate the status of prisoners, i.e., Violent, Infectious, Suicidal, Escape risk, or Normal.

E1.4.9 Written policy requires that young persons are detained separately from adult prisoners.

Notes: Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.

Port Moody Police Department Reference: Policy 0130, Section 2.2(1)

FINDING: STANDARD MET

Comments: Policy requires young offenders to be separated from adults. The facility has three separate areas for housing prisoners and each can be separated from the other by doors.

E1.4.10 Written policy requires that female prisoners are detained separately from male prisoners.

Notes: Female prisoners should be separated by sight and sound from male prisoners.

Port Moody Police Department Reference: Policy 0130, Sections 2.3(1), 5.2

FINDING: STANDARD MET

Comments: Policy requires female offenders to be separated from male offenders. The facility has three separate areas for housing prisoners and each can be separated from the other by doors.

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

Port Moody Police Department Reference: Policy 0130, Section 2.4

FINDING: STANDARD MET

Comments: Written policy covers all aspects of the Standard by stating that, where possible, a prisoner who is under the influence of alcohol or drugs, or who is violent or self-destructive should be taken to another facility better equipped to deal with the problem. If such a prisoner is not moved to another facility, then the department will call in

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Notes: The policy should specify which items may be retained by the prisoner.

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- **prisoner profile coding.**

Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

Port Moody Police Department Reference: Policy 0130, Section 2(2.1)

FINDING: STANDARD MET*

Comments: Policy requires a booking sheet to be completed for each prisoner and the sheet contains the information required by the Standards.

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Port Moody Police Department Reference: Policy 0130, Section 2.4

FINDING: STANDARD MET

Comments: Written policy covers all aspects of the Standard by stating that, where possible, a prisoner who is under the influence of alcohol or drugs, or who is violent or self-destructive should be taken to another facility better equipped to deal with the problem. If such a prisoner is not moved to another facility, then the department will call in a guard to monitor and document the movements of the prisoner. If safe to do so, an intoxicated prisoner is released to a friend or relative, rather than held in custody.

E1.4.12 Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.

Notes: The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

Port Moody Police Department Reference: Policy 0130, Section 2.5(1)

FINDING: STANDARD MET*

Comments: In the event of a mass arrest, written policy designates the Watch Commander in charge of the situation. The policy states that the Coquitlam RCMP will provide assistance and that police should consider issuing appearance notices (i.e., Promise to Appear).

* Policy does not provide for extra personnel or booking and detention procedures.

E1.4.13 Written policy governs the return of property to prisoners upon release.

Notes: Property retained for evidentiary or other purposes should be noted on the inventory form.

Port Moody Police Department Reference: Policy 0130, Section 9(1); Cell Block Manual, Section 2D

FINDING: STANDARD MET*

Comments: Policy requires all property, with the exception of property held as evidence, to be returned to the prisoner or the Sheriff's Deputy on release and that the prisoner sign for receipt of his/her property.

* The Cell Block Manual has an additional requirement that the Watch Commander must authorize the return of property.

E1.4.14 Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded, in addition to all detention facility inspections required by these standards.

Notes: The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.

Port Moody Police Department Reference: Policy 0120, Section 1

FINDING: STANDARD MET

Comments: Written policy requires the recording of significant or unusual occurrences and documentation of inspections of the facility. The facility has two logs. The first is kept at the booking desk and contains a list of all persons who visit the facility as well as the condition of the jail when inspected by the Watch Commander. It is regularly removed and filed in the department's administrative files.

The second is the prisoner log maintained by the guard and contains all the relevant information with respect to that prisoner as well as any incidents that occur while the facility is in use.

E1.5 MEDICAL AND HEALTH CARE SERVICES

E1.5.1 Written policy identifies the policies and procedures to be followed when a prisoner is in need of medical assistance.

Notes: The intent of this standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.

Port Moody Police Department Reference: Policy 0130, Sections 1, 1.3(1), 7.2; Cell Block Manual, Sections 2B(3), 2C, 2J

FINDING: STANDARD MET

Comments: Written policy states that prisoners are to be physically examined before being placed in the jail and that any injuries are to be noted on the booking form. Physical complaints by prisoners are to be dealt with by the Watch Commander, and in case of injury in the facility, the Duty Officer and the Chief Constable are to be notified.

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

Port Moody Police Department Reference: Policy 0130, Section 7.3

FINDING: STANDARD NOT MET

Comments: The facility has a first aid kit that policy describes as a Level 3 kit. Policy states that it is to be inspected and replenished by the designated first aid attendant. The evaluation team was advised that as a result of a re-evaluation by the Workers a guard to monitor and document the movements of the prisoner. If safe to do so, an intoxicated prisoner is released to a friend or relative, rather than held in custody.

E1.4.12 Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.

Notes: The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

Port Moody Police Department Reference: Policy 0130, Section 2.5(1)

FINDING: STANDARD MET*

Comments: In the event of a mass arrest, written policy designates the Watch Commander in charge of the situation. The policy states that the Coquitlam RCMP will provide assistance and that police should consider issuing appearance notices (i.e., Promise to Appear).

* Policy does not provide for extra personnel or booking and detention procedures.

E1.4.13 Written policy governs the return of property to prisoners upon release.

Notes: Property retained for evidentiary or other purposes should be noted on the inventory form.

Port Moody Police Department Reference: Policy 0130, Section 9(1); Cell Block Manual, Section 2D

FINDING: STANDARD MET*

Comments: Policy requires all property, with the exception of property held as evidence, to be returned to the prisoner or the Sheriff's Deputy on release and that the prisoner sign for receipt of his/her property.

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Notes: The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.

Port Moody Police Department Reference: Policy 0120, Section 1

FINDING: STANDARD MET

Comments: Written policy requires the recording of significant or unusual occurrences and documentation of inspections of the facility. The facility has two logs. The first is kept at the booking desk and contains a list of all persons who visit the facility as well as the condition of the jail when inspected by the Watch Commander. It is regularly removed and filed in the department's administrative files.

The second is the prisoner log maintained by the guard and contains all the relevant information with respect to that prisoner as well as any incidents that occur while the facility is in use.

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Notes: The intent of this standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.

Port Moody Police Department Reference: Policy 0130, Sections 1, 1.3(1), 7.2; Cell Block Manual, Sections 2B(3), 2C, 2J

FINDING: STANDARD MET

Comments: Written policy states that prisoners are to be physically examined before being placed in the jail and that any injuries are to be noted on the booking form. Physical complaints by prisoners are to be dealt with by the Watch Commander, and in case of injury in the facility, the Duty Officer and the Chief Constable are to be notified.

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

Port Moody Police Department Reference: Policy 0130, Section 7.3

FINDING: STANDARD NOT MET

Comments: The facility has a first aid kit that policy describes as a Level 3 kit. Policy states that it is to be inspected and replenished by the designated first aid attendant. The evaluation team was advised that as a result of a re-evaluation by the Workers

Compensation Board the department was no longer required to have a designated first aid attendant and subsequently the position was eliminated.

A review of the log revealed no documentation of the first aid kit inspection.

RECOMMENDATION:

4. The Port Moody Police Department revise written policy to ensure that inspections of the first aid kit are conducted and documented, and that the kit is replenished as necessary, as per Standards E1.5.2 and E1.4.14.

E1.5.3 **Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.**

Notes: Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

Port Moody Police Department Reference: Policy 0130, Section 7.4; Cell Block Manual, Section 2C

FINDING: STANDARD MET*

Comments: Policy governs the dispensing of prescribed medication, common patent medicines and medical treatment. The Watch Commander is responsible for ensuring that medications are administered properly.

* The Cell Block Manual contradicts Port Moody's written policy. The Manual states that prisoners be transported to the hospital if they require medication and that a hospital physician must authorize the medication.

E1.5.4 **Written policy establishes procedures to be followed when a prisoner has an infectious disease.**

Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

Port Moody Police Department Reference: Policy 0130, Section 7.1; Cell Block Manual, Section 5

FINDING: STANDARD MET*

Comments: Written policy describes the following steps to be taken if a prisoner is suspected of having an infectious disease:

- Caution is to be taken;
- Segregation of the prisoner;
- Cell to be secured after use and disinfected.

Documentation is also required and the Watch Commander is to be notified.

* The Cell Block Manual also describes safe handling of needles and blood. The department recommends guards be immunized against Hepatitis B.

E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.

Notes: The intent of the standard is that prisoners receive appropriate medical attention.

Port Moody Police Department Reference: Policy 0130, Section 1; Cell Block Manual, Section 2C

FINDING: STANDARD NOT MET*

Comments: Written policy requires the department to provide for the handling of prisoners who are of questionable consciousness; however, policy does not contain any procedures to be followed.

* The Cell Block Manual goes further than the written policy and provides for an examination by a medical doctor if a prisoner is not fully conscious.

RECOMMENDATION:

5. The Port Moody Police Department develop written procedures to deal specifically with prisoners of questionable consciousness, as per Standard E1.5.5.

E1.6 POLICE RESPONSIBILITIES REGARDING PRISONERS

E1.6.1 Written policy requires that a prisoner's opportunity for lawful release from custody is not impeded.

Notes: The intent of the standard is to ensure compliance with the Criminal Code and Charter of Rights and Freedoms.

Port Moody Police Department Reference: Policy 0130, Section 6.3

FINDING: STANDARD MET

Compensation Board the department was no longer required to have a designated first aid attendant and subsequently the position was eliminated.

A review of the log revealed no documentation of the first aid kit inspection.

RECOMMENDATION:

4. The Port Moody Police Department revise written policy to ensure that inspections of the first aid kit are conducted and documented, and that the kit is replenished as necessary, as per Standards E1.5.2 and E1.4.14.

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.

Notes: Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

Port Moody Police Department Reference: Policy 0130, Section 7.4; Cell Block Manual, Section 2C

FINDING: STANDARD MET*

Comments: Policy governs the dispensing of prescribed medication, common patent medicines and medical treatment. The Watch Commander is responsible for ensuring that medications are administered properly.

* The Cell Block Manual contradicts Port Moody's written policy. The Manual states that prisoners be transported to the hospital if they require medication and that a hospital physician must authorize the medication.

E1.5.4 Written policy establishes procedures to be followed when a prisoner has an infectious disease.

Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

Port Moody Police Department Reference: Policy 0130, Section 7.1; Cell Block Manual, Section 5

FINDING: STANDARD MET*

Comments: Written policy describes the following steps to be taken if a prisoner is suspected of having an infectious disease:

- Caution is to be taken;
- Segregation of the prisoner;
- Cell to be secured after use and disinfected.

Documentation is also required and the Watch Commander is to be notified.

* The Cell Block Manual also describes safe handling of needles and blood. The department recommends guards be immunized against Hepatitis B.

E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.

Notes: The intent of the standard is that prisoners receive appropriate medical attention.

Port Moody Police Department Reference: Policy 0130, Section 1; Cell Block Manual, Section 2C

FINDING: STANDARD NOT MET*

Comments: Written policy requires the department to provide for the handling of prisoners who are of questionable consciousness; however, policy does not contain any procedures to be followed.

* The Cell Block Manual goes further than the written policy and provides for an examination by a medical doctor if a prisoner is not fully conscious.

RECOMMENDATION:

5. The Port Moody Police Department develop written procedures to deal specifically with prisoners of questionable consciousness, as per Standard E1.5.5.

E1.6 POLICE RESPONSIBILITIES REGARDING PRISONERS

E1.6.1 Written policy requires that a prisoner's opportunity for lawful release from custody is not impeded.

Notes: The intent of the standard is to ensure compliance with the Criminal Code and Charter of Rights and Freedoms.

Port Moody Police Department Reference: Policy 0130, Section 6.3

FINDING: STANDARD MET

Comments: Written policy designates the Watch Commander responsible for the lawful release of prisoners and states that such release will not be impeded.

E1.6.2 Written policy ensures confidential access to counsel.

Notes: Every effort should be made to ensure privacy in contacts between counsel and their clients.

Port Moody Police Department Reference: Policy 0130, Section 6.1(2); Cell Block Manual, Section 2B(5)

FINDING: STANDARD MET

Comments: Written policy designates the Watch Commander responsible for ensuring that prisoners are given reasonable assistance to contact counsel confidentially. Contact with counsel is documented.

E1.6.3 Written policy sets forth procedures for a prisoner's access to a telephone, telephone directory and legal aid assistance.

Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

Port Moody Police Department Reference: Policy 0130, Section 6.1(1); Cell Block Manual, Section 2B(5)

FINDING: STANDARD MET

Comments: Policy states that prisoners must be given assistance to contact a lawyer, and be provided with a telephone book, a telephone and a legal aid directory.

E1.6.4 Three meals are provided to all prisoners in the facility during each 24 hour period.

Notes: No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated.

Port Moody Police Department Reference: Policy 0130, Section 6.2; Cell Block Manual, Section 2E

FINDING: STANDARD MET

Comments: Policy provides for three meals a day at normal meal times. The Watch Commander is responsible for ensuring that prisoners are fed. Food is obtained from local restaurants.

There is no provision for "special" meals for persons who may have food allergies or medical conditions, or for those persons who for cultural or religious reasons may not be able to eat the meal provided. However, all supervisors advised they would make an effort to obtain a special meal, if required for any of the above reasons.

E1.7 SUPERVISION OF PRISONERS

E1.7.1 Written policy requires the constant monitoring of prisoners by department staff.

Notes: Constant monitoring is essential for maintaining security and ensuring the safety and welfare of prisoners.

Port Moody Police Department Reference: Policy 0130, Section 5.1(1); Cell Block Manual, Section 2A(7b)

FINDING: STANDARD MET*

Comments: Policy requires the constant monitoring of all prisoners incarcerated in the detention facility. The department has the capability of monitoring all cells by video. The Communication Centre operator is responsible for monitoring the prisoners and the Watch Commander, in turn, is responsible for ensuring the monitoring occurs.

Dispatcher interviews revealed that generally dispatchers do not experience any difficulty monitoring prisoners. However, some dispatchers did note that occasionally they were unable to monitor the prisoners for several minutes at a time due to a heavy dispatch workload. When on-call guards are present in the facility, they conduct regular physical checks of the prisoners.

E1.7.2 Written policy requires that each prisoner be visually checked frequently by department staff.

Notes: Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the purpose of this standard a visual check does not include video surveillance.

Port Moody Police Department Reference: Policy 0130, Section 5.1(2); Cell Block Manual, Section 2A(7)

FINDING: STANDARD NOT MET IN PRACTICE (MET IN POLICY)*

Comments: Policy requires the prisoners to be visually checked every 15 minutes and for the checks to be documented. If a prisoner is to be incarcerated, a guard is called out. There is often a time lag between the call out and when the guard arrives. During this time period the dispatcher is responsible for monitoring the prisoner via the video monitoring

Comments: Written policy designates the Watch Commander responsible for the lawful release of prisoners and states that such release will not be impeded.

E1.6.2 Written policy ensures confidential access to counsel.

Notes: Every effort should be made to ensure privacy in contacts between counsel and their clients.

Port Moody Police Department Reference: Policy 0130, Section 6.1(2); Cell Block Manual, Section 2B(5)

FINDING: STANDARD MET

Comments: Written policy designates the Watch Commander responsible for ensuring that prisoners are given reasonable assistance to contact counsel confidentially. Contact with counsel is documented.

E1.6.3 Written policy sets forth procedures for a prisoner's access to a telephone, telephone directory and legal aid assistance.

Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

Port Moody Police Department Reference: Policy 0130, Section 6.1(1); Cell Block Manual, Section 2B(5)

FINDING: STANDARD MET

Comments: Policy states that prisoners must be given assistance to contact a lawyer, and be provided with a telephone book, a telephone and a legal aid directory.

E1.6.4 Three meals are provided to all prisoners in the facility during each 24 hour period.

Notes: No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated.

Port Moody Police Department Reference: Policy 0130, Section 6.2; Cell Block Manual, Section 2E

FINDING: STANDARD MET

Comments: Policy provides for three meals a day at normal meal times. The Watch Commander is responsible for ensuring that prisoners are fed. Food is obtained from local restaurants.

There is no provision for "special" meals for persons who may have food allergies or medical conditions, or for those persons who for cultural or religious reasons may not be able to eat the meal provided. However, all supervisors advised they would make an effort to obtain a special meal, if required for any of the above reasons.

E1.7 SUPERVISION OF PRISONERS

E1.7.1 Written policy requires the constant monitoring of prisoners by department staff.

Notes: Constant monitoring is essential for maintaining security and ensuring the safety and welfare of prisoners.

Port Moody Police Department Reference: Policy 0130, Section 5.1(1); Cell Block Manual, Section 2A(7b)

FINDING: STANDARD MET*

Comments: Policy requires the constant monitoring of all prisoners incarcerated in the detention facility. The department has the capability of monitoring all cells by video. The Communication Centre operator is responsible for monitoring the prisoners and the Watch Commander, in turn, is responsible for ensuring the monitoring occurs.

Dispatcher interviews revealed that generally dispatchers do not experience any difficulty monitoring prisoners. However, some dispatchers did note that occasionally they were unable to monitor the prisoners for several minutes at a time due to a heavy dispatch workload. When on-call guards are present in the facility, they conduct regular physical checks of the prisoners.

E1.7.2 Written policy requires that each prisoner be visually checked frequently by department staff.

Notes: Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the purpose of this standard a visual check does not include video surveillance.

Port Moody Police Department Reference: Policy 0130, Section 5.1(2); Cell Block Manual, Section 2A(7)

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Comments: Policy requires the prisoners to be visually checked every 15 minutes and for the checks to be documented. If a prisoner is to be incarcerated, a guard is called out. There is often a time lag between the call out and when the guard arrives. During this time period the dispatcher is responsible for monitoring the prisoner via the video monitoring

system and no visual checks occur. Consequently, a discrepancy exists between policy and practice.

* Interview results reveal that on occasion, in emergency situations, a constable may place a prisoner in the detention facility and immediately return to patrol duties without notifying the dispatcher to call out a guard. Dispatchers are asked to call out a guard once the constable is able to return to the department.

RECOMMENDATION:

6. The Port Moody Police Department take the necessary steps to ensure that prisoners are visually checked and monitored, as per Standard E1.7.2.

E1.7.3 Written policy specifies procedures when prisoners are supervised by a staff member of the opposite sex.

***Notes:** It is inappropriate for staff to supervise prisoners of the opposite sex. Staff should be advised of procedures to be followed in these cases when the appropriate staff are not available.*

Port Moody Police Department Reference: Policy 0130, Section 5.2(1); Cell Block Manual, Sections 2A(10), 3.2(15)

FINDING: STANDARD MET*

Comments: Written policy states that, where possible, prisoners should be supervised by guards of the same sex. When a prisoner is supervised by a guard of the opposite sex, written policy states that the guard will afford the prisoner sufficient privacy to maintain dignity. In addition, policy also directs that no physical contact is to occur without the presence of another guard or police member.

* A possible conflict between Port Moody's written policy and Cell Block Manual exists with respect to this Standard. The Manual states that a guard of either sex may supervise a prisoner.

E1.7.4 Written policy governs prisoners' visitations and describes procedures for registering visitors to the facility and for searching visitors.

***Notes:** Prisoners may be permitted visitors consistent with security and operational considerations.*

Port Moody Police Department Reference: Policy 0130, Section 8

FINDING: STANDARD MET

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Notes: Prisoners may be permitted visitors consistent with security and operational considerations.

Port Moody Police Department Reference: Policy 0130, Section 8

FINDING: STANDARD MET

Comments: Policy states that the Watch Commander is responsible for prisoner visitations and that visitations in the detention facility will occur only in unusual circumstances. There are procedures set out for the visits:

- Visits must occur in the visiting room;
- No physical contact is to occur between the prisoner and the visitor;
- The visitor must submit to a search prior to the visit; and
- The visitor and the visits must be documented.

PART 3: SUMMARY

The Port Moody Police Department detention facility is generally well run, although there are a few problems. One of the positive aspects of the facility is the development of the Cell Block Manual which provides guards with an easy reference in terms of a "what to do" in specific situations. Another very good practice is the use of a motion detector and timer in conjunction with the video recording system to ensure all pertinent incidents are recorded for future reference.

Interview and questionnaire results indicate that both police personnel and guards are knowledgeable about jail procedures and aware of their responsibilities with respect to the detention facility.

Of the 35 Standards set out in Section E1 of *the Provincial Standards for Municipal Police Departments in British Columbia*, the Port Moody Police Department failed to meet four. Two of the unmet Standards can be easily corrected through revision of written policy (E1.5.2 and E1.5.5).

The main problem noted by the evaluation team with respect to the Port Moody detention facility, is the lack of visual checks of prisoners (E1.7.2). There is often a time lag between when the constable has lodged the prisoner in the cell and returned to his/her patrol duties, and when the guard arrives after being called out. During this time period, prisoner actions are monitored by the Communication Centre via camera, however, no physical checks are conducted. The Port Moody Police Department should take steps to ensure that these visual checks take place every 15 minutes as required by policy.

In addition, Port Moody's camera equipment is not sufficient to meet the intent of Standard E1.4.5. The booking area is not completely monitored by video as required by the Standard. The department should either change the location of the existing camera, or add more cameras, to ensure that the entire booking area is captured.

Also of concern was the finding that both guards and patrol officers expressed some confusion with respect to who is responsible for conducting the documented security checks prior to the use of unoccupied cells (E1.4.2). Clarification of roles and responsibilities are required.

In regards to written policy, the department needs to draft procedures to deal with prisoners of questionable consciousness (E1.5.5). Although policy states that the department will provide for the handling of prisoners of questionable consciousness, there are no procedures detailing what is to occur in these circumstances.

The department also needs to update its written policy with reference to the detention facility first aid kit (E1.5.2). Written policy states that the kit will be inspected and replenished by the first aid attendant, a position the evaluation team was advised no longer exists. Port Moody should update its policy to ensure that the kit is inspected weekly, that the inspection is documented, and that the kit is replenished as necessary.

Although the development of the Cell Block Manual is an excellent idea, there are some inconsistencies between the Manual and the department's policies. These inconsistencies are noted above in the Standards findings. The department should ensure that these two documents reflect the same policies and procedures.

Finally the department's policy states that the Executive Sergeant provides access to the facility for maintenance personnel (E1.1.2). The Executive Sergeant position is not illustrated on the department's organizational chart. The evaluation team was advised during interviews that the Executive Sergeant is the "Info Serv Sgt" and that this position has been vacant for approximately one year, with the duties being spread among other members of the department. If the position is to remain vacant in the foreseeable future, the department should consider officially reassigning the Executive Sergeant's responsibilities in the detention facility.

Follow Up

The largely successful evaluation of the Port Moody detention facility negates the need for a follow up site visit to the Port Moody jail. No high-risk areas were identified as requiring immediate response from the department.

As such, the Port Moody Police Department is asked to address within six months of the receipt of this report the recommendations made with respect to adherence to provincial policing Standards. Copies of revised written policy and/or documentation stating that required actions have been made, or are anticipated to be made, should be provided to Police Services Division as required by the MPE consultation process approved by the British Columbia Association of Municipal Chiefs of Police.

A summary of recommendations requiring follow up by the Port Moody Police Department are:

1. The Port Moody Police Department *consider* developing written policy clearly addressing access to the facility, as per Standard E1.1.2.

2. The Port Moody Police Department *consider* reminding patrol officers of the content and intent of Standard E1.4.2 (security check of cells).

3. The Port Moody Police Department add sufficient extra video surveillance cameras to the booking area to enable the complete area to be covered, as per Standard E1.4.5.

4. The Port Moody Police Department revise written policy to ensure that inspections of the first aid kit are conducted and documented, and that the kit is replenished as necessary, as per Standards E1.5.2 and E1.4.14.

5. The Port Moody Police Department develop written procedures to deal specifically with prisoners of questionable consciousness, as per Standard E1.5.5.

6. The Port Moody Police Department take the necessary steps to ensure that prisoners are visually checked and monitored, as per Standard E1.7.2.

APPENDIX J

MUNICIPAL POLICE EVALUATION:

SAANICH POLICE DEPARTMENT DETENTION FACILITIES

BRITISH
COLUMBIA

Ministry of Public Safety and Solicitor General
Public Safety and Regulatory Branch
Police Services Division

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Part 1: Introduction

Municipal Police Evaluations (MPE)

Prior to 1998, inspection of the independent municipal police departments was within the mandate of the BC Police Commission (BCPC). The BCPC inspections (commonly known as audits) comprised two components: compliance with standards of policing, and a comprehensive examination of the department environment including such areas as departmental morale and management skills and style. Compliance with standards of policing was facilitated by the adoption of provincial policing standards in 1992. The BCPC published these standards in the document entitled, *Provincial Standards for Municipal Police Departments in British Columbia* (hereafter referred to as the Standards). The Standards evolved from a joint venture between the BCPC and the British Columbia Association of Municipal Chiefs of Police. The stated purpose of the Standards is to "identify minimum acceptable standards for police, facilitating uniform policing standards among departments in the province, benefiting both the police and the public."[1]

In July, 1998, following the dissolution of the BCPC, Police Services Division (PSD), Public Safety and Regulatory Branch assumed responsibility for inspection of the 12 independent municipal police departments. The mandate was codified in s.40(1)(a) of the Police Act (R.S.B.C. 1998) as follows:

> 40(1) …the director <*of Police Services Division*> has the following functions:
> (a) to inspect and report on the quality and standard of policing and law enforcement services including but not limited to:
> (xxii) inspecting policing and law enforcement operations and procedures,
> (xxiii) evaluating programs for
> (a) training persons who intend to become police officers
> (b) training officers
> (c) re-training officers, and
> (d) training officers who are eligible for advanced training and
> (xxiv) evaluating standards of policing and law enforcement.

PSD took an opportunity to revisit the BCPC municipal police department audit procedure following receipt of responsibility for these inspections. BCPC audit procedures had not been revised for many years, and municipal police chiefs had expressed concerns around the usefulness of these procedures. A review of the BCPC audit process, undertaken during 1999, involved extensive consultation with municipal police departments. A new model for conducting inspections of the 12 independent municipal police departments was implemented during 2000. To distinguish the new model from the previous BCPC audits, the process is referred to as Municipal Police Evaluations (MPEs).

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[1] *The Provincial Standards for Municipal Police Departments in British Columbia, BCPC page 9.*

The fundamental principles underlying the MPE model are:

- The Municipal Police Evaluation process reflects the statutory mandate of the Director of Police Services Division to ensure the delivery of adequate policing services in the province.
- Evaluating police services is a collaborative effort between municipal police departments and Police Services Division.
- Police Services Division assumes a lead role in the Municipal Police Evaluation process.
- The Municipal Police Evaluation process protects the fundamental values of policing including the independence of policing and its arm's length relationship with government.
- The Municipal Police Evaluation model limits the autonomy of the evaluation team.

The most fundamental procedural difference between the BCPC audit process and the new MPE model is the scope of each review. Under the BCPC process, all aspects of one municipal department were reviewed extensively and a report was produced that dealt exclusively with that department. Each year, generally two to three BCPC audits were completed; consequently, four to six years could elapse between audits for each municipal police departments. In contrast, under the new MPE process, one aspect of policing is reviewed at all twelve municipal departments during each evaluation. The scope of the evaluation is narrowed so that all departments can participate in each review. In short, one aspect of policing is chosen for the evaluation (e.g., detention facilities), and the evaluation is conducted across all municipal police departments during the same time period. Similar to the BCPC audits, it is anticipated that two to three MPEs will be conducted in the province each year.

The MPE model comprises two types of evaluation:

- Compliance of municipal police departments with specific *Provincial Standards for Municipal Police Departments in British Columbia*. For example, compliance to Standards concerning detention facilities; and
- Specific program/policy review. For example, review of Emergency Response Team programs. As a specific program/policy is evaluated, Standards associated with the program/policy will also be reviewed and verified.[2]

MPE topics are selected each year following a consultative process between the MPE Working Committee (comprised of representatives from municipal police departments and

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[2] PSD proposes to conduct a review of provincial policing standards as a separate project in the future. In the meantime, as the new model is implemented, compliance with existing associated provincial standards will be undertaken as stated in the model.

PSD staff) and the MPE Steering Committee (membership includes three municipal Chiefs of Police, a representative from the BC Association of Police Boards, and the Director of Police Services).

Methodology

There are twelve independent municipal police departments in British Columbia: Abbotsford, Central Saanich, Delta, Esquimalt, Nelson, New Westminster, Oak Bay, Port Moody, Saanich, Vancouver, Victoria and West Vancouver. Eleven of these were included in the MPE of detention facilities. The evaluation of the Vancouver Police Department's (VPD) detention facilities was deferred.

The evaluation team consisted of two PSD staff and an experienced contractor. The contractor was a retired VPD inspector with 30 years policing experience.

For a more detailed discussion of methodology, please see pages 11 through 16 of the *Provincial Profile Report*.

In Part 2 of this report, the results for your department are discussed. Included in the report are a brief discussion of the MPE process at your department, a department description, the findings of the Standards review, and a summary of findings.

PART 2: FINDINGS

MPE Process at the Saanich Police Department

The evaluation team conducted the site visit at the Saanich Police Department in August 2000 over a three-day period. Sixteen interviews were conducted, including nine with police managers, three with patrol constables, and four with jail guards.

A total of 74 questionnaires were sent to the department prior to the evaluation team's site visit. Of these, 53% percent were returned. The response rate for guards was higher than patrol officers (80% for guards vs. 51% for patrol officers).

The Saanich Police Department

The Saanich Police Department provides police services to the Municipality of Saanich. Saanich's 1999 population was 106,695 persons. The department had an authorized strength of 133 officers in 1999 and operated with 129 officers during that year.

In 1999, there were 7,904 *Criminal Code* offences reported to police in Saanich. This represents an increase of 3% over 1998. In the ten-year period 1990 to 1999 the number of offences fluctuated, from a high of 9,433 offences in 1992 to a low of 7,698 offences in 1998. The number of offences reported in 1999 represents a decrease of 2% from the number reported in 1990. However, Saanich's 1999 crime rate of 74 offences per 1,000 persons represents a decrease of 12% from the rate reported 10 years earlier.

The Saanich Police Department Detention Facility

The Saanich Police Department's detention facility is located on the main floor of the police building. The department operates its jail in a unique manner, as it does not hold female prisoners or young offenders in its cells. A female prisoner may be held in a secure interview room while a decision is made whether she is to be held for court. If held, female prisoners are transported to the Victoria Police Department for lodging in their cells. Policy states that young offenders and adult prisoners are not to be held in the detention facility at the same time. It is the general practice to transport young offenders to either the Victoria Police Department cells or to the youth detention centre.

The department is also unique in that it has recently hired the Corps of Commissionaires to guard its prisoners (as of June 15, 2000). The contract gives the Municipality of Saanich the right to have a Corps member removed if he proves to be unacceptable due to incompetence, improper conduct, or is a security risk. At the outset of the contract, the department provided one day of classroom training and some on the job training. Generally the Corps has been well received by the members of the department.

The facility consists of a booking area, a fingerprint and mugshot room, a BTA room, four interview rooms and five cells. The booking area is small and is located at the end of a hallway. Behind the counter in the booking area are the gun lockers and the prisoner effects lockers. Immediately in front of the booking area and off the hallway is a fingerprint and mugshot room. On the other side of the hallway is a corridor, which leads to four unfinished interview rooms (furniture has been ordered) and a BTA room. Further down the booking area hallway is a small foyer that leads to the elevator. There are two doors located at this end of the hallway; one leads to the stairs and the Front Desk Corporal's office and the other leads to the cells.

The facility can be accessed through the sallyport one floor below via an elevator and through a door from a hallway leading directly to the Front Desk Corporal's office or downstairs to a general office area. The door that leads from the cells to the remainder of the building is left unlocked because it is lockable only from the hallway. If it were locked, exit from the facility would only be available by the elevator to the sallyport.

Entrance to the cell area is gained through two barred gates. The first gate leads to a common area where a shower, a cell of solid construction (no bars), a storage area and a closet for blankets are located. Following recent renovations to the jail, the shower is seldom used as its controls are in the room behind it, which is now part of the fire department. The cell is also seldom used, as there is no camera or video monitoring capability.

The second gate leads to a common area with a metal table and four metal stools bolted to the floor. Located off the common area are four cells, two on each side. Each cell has solid construction on three sides with a barred front, and contains a metal bunk, and a single unit wash basin-drinking fountain-toilet facility. Also located within this common area are two video cameras, one on either side placed above the cells. Each camera covers two cells.

The detention facility lodged an estimated 1,050 prisoners per year in 1998 and 1999. Exact figures are not available as some of the prisoners booked into the facility are transferred to the Victoria Police Department or the Youth Detention Facility. Similarly, data is not available prior to 1998, as some of the files have been purged from the system.

Standards Review

Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia* sets out the Standards for detention facilities. These Standards comprise the basis of this evaluation. The results of the questionnaires, interviews, policy and procedure review, and physical inspection have been incorporated into the discussion below. Each Standard is set out and followed by the findings and recommendations where appropriate.

For each Standard, four findings are possible. These include:

Standard Met – the department meets the provincial Standard both in written policy (where required) and in practice. No departmental action required.

Standard Met in Practice (Not Met in Policy) – although the written policy is lacking (either insufficient to meet the Standard or absent from the documentation provided to the evaluation team), the review reveals that the department is meeting the Standard in the day-to-day activities of the detention facility. Generally, this finding requires that the department revise written policy.

Standard Not Met in Practice (Met in Policy) – although the written policy is sufficient to meet the requirements of the Standard, the review reveals that the department does not meet the intent of the Standard in the day-to-day activities of the detention facility. This is a more significant finding than a finding that a particular Standard is met in practice (but not in policy) because it indicates that the department is deficient in fulfilling the intent of the Standard. Generally, this finding requires that the department revise current practice.

Standard Not Met – This finding indicates that the department does not meet the Standard in written policy (where required) or in current practice. This finding requires the department to provide written policy (where required) and ensure current practice meets the intent of the Standard.

Where a Standard is not met (for any reason), this finding will be followed by a recommendation for resolution.

On occasion, a recommendation may be made even if a particular Standard is met both in policy and practice. In these recommendations, departments are asked to *consider* taking a particular action.

E1.1 MANAGEMENT

E1.1.1 Written policy establishes responsibility for the operation and maintenance of the detention facility.

Notes: The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.

Saanich Police Department Reference: Policy 0120, Section 1(e); Policy 0130, Section 2

FINDING: STANDARD MET*

Comments: Policy places the administration of the detention facility under the authority of the OIC, Administration Section. Further, policy states that responsibility for the care and safe custody of prisoners, and for the care and security of the jail, is the responsibility of the OIC, Uniform Division or the Watch Commander.

* While policy sets out overall administrative authority for the detention facility, there is some confusion as to which position has immediate responsibility for the jail. Interview

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findings indicate that many staff do not know who is responsible for the detention facility. Moreover, Saanich's organization chart does not include the detention facility.

RECOMMENDATION:

1. The Saanich Police Department *consider* revising written policy to clearly identify the position within the department with immediate responsibility for the operation and maintenance of the detention facility, as per Standard E1.1.1.

E1.1.2 Written policy governs access of persons to the detention facility.

***Notes:* Policy should address access to the facility by police, counsel, family and others.**

Saanich Police Department Reference: Policy 0120, Procedure 1; Policy 0130, Section 1(a)

FINDING: STANDARD MET*

Comments: Policy states that no one is to enter the facility without first notifying the Front Desk Corporal.

* No specific policy addresses access to the facility by family, counsel or police other than Saanich police members. Interviews with staff indicate that access is not available to anyone other than police. If the department has determined that there is to be no access to the jail, this should be communicated clearly in the policy.

RECOMMENDATION:

2. The Saanich Police Department *consider* developing written policy clearly addressing access to the facility, as per Standard E1.1.2.

E1.2 PHYSICAL PLANT

E1.2.1 Detention facilities provide the following minimum conditions for prisoners:

- **sufficient lighting;**
- **circulation of air in accordance with local public health standards;**
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding for each prisoner held in excess of eight hours.**

***Notes:* Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.**

Saanich Police Department Reference: Policy 0120, Section 1(a), Procedures 2

FINDING: STANDARD MET

Comments: The cells have sufficient lighting. Each cell has an exhaust vent; the common cell area has one inlet vent. The renovated area, including the booking area and interview room, have both exhaust and inlet vents. The floor exhaust venting system helps to disperse pepper spray in the event that it must be utilized in the detention facility.

All cells have a one-unit stainless steel toilet, wash basin and drinking water provision. Prisoners receive a pillow, blanket, and a mattress.

E1.3 SAFETY AND SANITATION

E1.3.1 Written policy describes fire prevention practices and procedures for the detention facility.

Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire.

Saanich Police Department Reference: Policy 0140, Sections 1(a-b), Procedures 1-8

FINDING: STANDARD MET

Comments: Written policy requires that the facility is inspected once every six months by the Saanich Fire Department and that the fire extinguisher is inspected annually. The facility has smoke detectors and automatic sprinklers. Matches or lighters are removed from all prisoners. The facility has an emergency power system.

E1.3.2 The type and location of fire protection equipment is approved in writing by provincial or local fire officials.

Notes: The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

Saanich Police Department Reference: Policy 0140, Section 1(a)

FINDING: STANDARD MET

Comments: The facility has smoke detectors throughout, including the common jail cell area, the hallways and interview rooms. The automatic sprinkler system was redesigned to be tamper proof. A fire extinguisher is to be located behind the booking desk (the fire extinguisher originally purchased for the booking area was not considered adequate; the findings indicate that many staff do not know who is responsible for the detention facility. Moreover, Saanich's organization chart does not include the detention facility.

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All cells have a one-unit stainless steel toilet, wash basin and drinking water provision. Prisoners receive a pillow, blanket, and a mattress.

E1.3 SAFETY AND SANITATION

E1.3.1 Written policy describes fire prevention practices and procedures for the detention facility.

Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire.

Saanich Police Department Reference: Policy 0140, Sections 1(a-b), Procedures 1-8

FINDING: STANDARD MET

Comments: Written policy requires that the facility is inspected once every six months by the Saanich Fire Department and that the fire extinguisher is inspected annually. The facility has smoke detectors and automatic sprinklers. Matches or lighters are removed from all prisoners. The facility has an emergency power system.

E1.3.2 The type and location of fire protection equipment is approved in writing by provincial or local fire officials.

Notes: The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

Saanich Police Department Reference: Policy 0140, Section 1(a)

FINDING: STANDARD MET

Comments: The facility has smoke detectors throughout, including the common jail cell area, the hallways and interview rooms. The automatic sprinkler system was redesigned to be tamper proof. A fire extinguisher is to be located behind the booking desk (the fire extinguisher originally purchased for the booking area was not considered adequate; the newly ordered fire extinguisher was not installed at the time of the evaluation). A pull fire alarm is situated immediately outside the unlocked door in the hallway leading to the Desk Corporal position.

The detention facility was renovated in 2000 prior to the evaluation team's visit. The Saanich Fire Department required certain aspects of the renovation to be completed prior to providing their approval, including the testing of emergency lights and the activation of the sprinkler system. Interview results indicate that all renovations have been completed as required.

E1.3.3 Written policy requires the documented inspection and testing of fire protection equipment in accordance with documented applicable regulations and legislation.

Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

Saanich Police Department Reference: Policy 0140, Section 1(b), Procedures 1, 5

FINDING: STANDARD MET

Comments: Policy requires the documented inspection and testing of equipment. Procedures require the Saanich Fire Department to inspect the facility every six months and a contracted company to inspect the fire extinguisher.

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

Saanich Police Department Reference: Policy 0140, Section 1(c), Procedure 9

FINDING: STANDARD MET*

Comments: An emergency evacuation plan is posted in the booking area and sets out the exits. Written policy states that the Front Desk Corporal is responsible for prisoner evacuation and provides direction as to removal of prisoners.

*Policy does not include any provisions for first aid or hospital transportation.

E1.3.5 Written policy requires a sanitation inspection of the facility.

Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions.

Saanich Police Department Reference: Policy 0120, Sections 1(b, d), Procedures 4, 7

FINDING: STANDARD MET

Comments: Saanich's written policy requires documented sanitation inspections on a regular basis. The Front Desk Corporal is responsible for conducting these inspections.

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: Exceptions to the standard may be made in emergency situations.

Saanich Police Department Reference: Policy 0130, Section 1(n), Procedures 58-59

FINDING: STANDARD MET*

Comments: Policy requires firearms to be secured in locked containers prior to entering the cellblock. Four lockable containers are located in both the sallyport and the booking area.

* It is important to note that only 56% of patrol officer respondents indicated that they "always" store their firearm before entering the detention facility, while another 24% indicated they "often" store their firearm prior to entry.

RECOMMENDATION:

3. The Saanich Police Department *consider* reminding police officers of the content and intent of Standard E1.4.1.

E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

Notes: The policy should indicate who is responsible for making this security check.

Saanich Police Department Reference: Policy 0130, Section 1(n)(iii), Procedure 62

FINDING: STANDARD MET*

newly ordered fire extinguisher was not installed at the time of the evaluation). A pull fire alarm is situated immediately outside the unlocked door in the hallway leading to the Desk Corporal position.

The detention facility was renovated in 2000 prior to the evaluation team's visit. The Saanich Fire Department required certain aspects of the renovation to be completed prior to providing their approval, including the testing of emergency lights and the activation of the sprinkler system. Interview results indicate that all renovations have been completed as required.

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FINDING: STANDARD MET

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***Notes:** If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.*

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Notes: The policy should indicate who is responsible for making this security check.

Saanich Police Department Reference: Policy 0130, Section 1(n)(iii), Procedure 62

FINDING: STANDARD MET*

Comments: Written policy requires that a documented security check be conducted on each cell prior to occupation. Procedures state that the Front Desk Corporal is responsible for these inspections.

* Questionnaire results indicated that both department patrol officers and guard were somewhat confused as to who was responsible for conducting the security checks of unoccupied cells. Some patrol officers (21%) were of the opinion that responsibility lay with the guard, while nearly 30% were of the opinion that responsibility lay with patrol officers. Only 12% of patrol officers correctly identified the Front Desk Corporal as being responsible for the security check. Moreover, nearly 30% of patrol officers did not know who was responsible for conducting the security check. Three-quarters of guards indicated that they were responsible for the security check, while 25% indicated that patrol officers were responsible.

RECOMMENDATION:

4. The Saanich Police Department *consider* reminding patrol officers and guards of the content and intent of Standard E1.4.2.

See Recommendation #5 (ensure documentation of all detention facility inspections), as per Standard E1.4.14.

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.

Notes:* *All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

Saanich Police Department Reference: Policy 0130, Section 1(n)(ii), Procedure 73

FINDING: STANDARD MET*

Comments: Written policy requires a documented security check of the jail facility at least weekly and procedures state that the Administrative Staff Sergeant is responsible.

* The jail log was examined for the period July 9, 2000 to July 28, 2000 and no documentation was noted, although discussion with staff indicate that these checks are conducted.

RECOMMENDATION:

See Recommendation #5 (ensure documentation of all detention facility inspections), as per Standard E1.4.14.

E1.4.4 There is a security alarm system linked to a designated control point.

Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

Saanich Police Department Reference: Policy 0130, Section 1(n)(vi), Procedure 63

FINDING: STANDARD MET*

Comments: The facility has one panic button in the booking area and it is connected directly to the Communication Centre. The wiring exists for further panic buttons at the jail entrance to the elevator and in the sallyport.

* Procedures require the Front Desk Corporal to carry a personal alarm on his belt when prisoners are in the jail. Staff indicate that the personal alarm is no longer worn and is stored in a desk drawer.

E1.4.5 There is a video surveillance and recording system for all prisoner booking areas.

Notes: The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.

Saanich Police Department Reference: Policy 0130, Section 1(n)(vii), Procedure 36-40

FINDING: STANDARD MET*

Comments: A video camera and recording system exists for the prisoner booking area. The camera is located at the far end of the corridor and is some distance away from the booking desk.

* There are a number of areas located immediately off the booking area, including the fingerprint room, the hallway to the interview rooms and the foyer to the elevator, which are not monitored or recorded. A problem could develop at the booking desk that moves out of the range of the camera.

E1.4.6 Written policy describes procedures to be followed in the event of an escape.

Notes: The procedures to be followed if an escape occurs should be made known to all facility personnel.

Saanich Police Department Reference: Policy 0140, Section 1(d), Procedures 15-18

Comments: Written policy requires that a documented security check be conducted on each cell prior to occupation. Procedures state that the Front Desk Corporal is responsible for these inspections.

* Questionnaire results indicated that both department patrol officers and guard were somewhat confused as to who was responsible for conducting the security checks of unoccupied cells. Some patrol officers (21%) were of the opinion that responsibility lay with the guard, while nearly 30% were of the opinion that responsibility lay with patrol officers. Only 12% of patrol officers correctly identified the Front Desk Corporal as being responsible for the security check. Moreover, nearly 30% of patrol officers did not know who was responsible for conducting the security check. Three-quarters of guards indicated that they were responsible for the security check, while 25% indicated that patrol officers were responsible.

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FINDING: STANDARD MET

Comments: Policy outlines the responsibilities of the Front Desk Corporal, the Patrol Staff Sergeant, the dispatchers and the detectives, in the event of an escape.

E1.4.7 Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.

Notes: The policy should specify which items may be retained by the prisoner.

Saanich Police Department Reference: Policy 0130, Sections 1(n)(iv) and (v), 1(o), Procedure 64

FINDING: STANDARD MET

Comments: Policy requires each prisoner to be searched prior to being placed in a cell and items taken from the prisoner are to be entered into the Prisoner Record. Items retained by the prisoner must be noted as well.

E1.4.8 A booking form is completed for every person booked into the facility and contains the following information to the extent permitted by law:

- **arrest information;**
- **apparent physical and psychological condition;**
- **medications taken by prisoner;**
- **property inventory and disposition; and**
- **prisoner profile coding.**

Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

Saanich Police Department Reference: Policy 0130, Section 1(o), Procedure 74

FINDING: STANDARD MET*

Comments: The Prisoner Record contains the required information.

* The booking sheet has fields for the required information; however, a review of a sample of completed booking sheets revealed that some fields were blank, i.e., scars/marks/tattoos, drivers licence number and VISEN[3].

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[3] VISEN is a common coding scheme utilized in detention facilities booking sheets to indicate the status of prisoners, i.e., Violent, Infectious, Suicidal, Escape risk, or Normal.

E1.4.9 Written policy requires that young persons are detained separately from adult prisoners.

Notes: Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.

Saanich Police Department Reference: Policy 0130, Section 1(g), Procedures 24-28

FINDING: STANDARD MET

Comments: Policy states that adult prisoners and young offenders are not to be held in the jail at the same time. If a young offender is lodged in the jail, all adult prisoners must be taken to the Victoria Police Department detention facility. Prior to taking these steps the department attempts to lodge the young offender in the Victoria Youth Custody Centre or the Victoria Police Department detention facility.

E1.4.10 Written policy requires that female prisoners are detained separately from male prisoners.

Notes: Female prisoners should be separated by sight and sound from male prisoners.

Saanich Police Department Reference: Policy 0130, Section 1(h), Procedures 20-23

FINDING: STANDARD MET

Comments: Policy states that a female prisoner will only be held in an interview room at the Saanich Police Department prior to determining if she is to be charged. Female prisoners are to be lodged in the cells only in extenuating circumstances. Female prisoners held for court are transported to the Victoria Police Department detention facility.

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

Saanich Police Department Reference: Policy 0130, Section 1(i), Procedures 31-32; Policy 0120, Section 8

FINDING: STANDARD MET*

Comments: Written policy requires prisoners who need special handling to be monitored continuously both physically and by audio-video devices. With the exception of self-

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Saanich Police Department Reference: Policy 0130, Sections 1(n)(iv) and (v), 1(o), Procedure 64

FINDING: STANDARD MET

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- **arrest information;**
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Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

Saanich Police Department Reference: Policy 0130, Section 1(o), Procedure 74

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Comments: The Prisoner Record contains the required information.

* The booking sheet has fields for the required information; however, a review of a sample of completed booking sheets revealed that some fields were blank, i.e., scars/marks/tattoos, drivers licence number and VISEN[3].

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Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

Saanich Police Department Reference: Policy 0130, Section 1(i), Procedures 31-32; Policy 0120, Section 8

FINDING: STANDARD MET*

Comments: Written policy requires prisoners who need special handling to be monitored continuously both physically and by audio-video devices. With the exception of self-destructive prisoners, these prisoners are to be awakened every two hours to determine their level of consciousness and general medical condition.

* Procedures refer to "audio" devices; however, staff advised that the audio function was eliminated during renovations to the cells.

E1.4.12 Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.

Notes: The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

Saanich Police Department Reference: Policy 0130, Section 1(j), Procedure 52

FINDING: STANDARD MET

Comments: Written policy requires the Patrol Staff Sergeant to make arrangements with the Victoria Police Department for the use of their facility in cases where the maximum capacity of the Saanich jail is exceeded. The Victoria Police Department has agreements with local police departments to accept responsibility for prisoners in return for payment.

E1.4.13 Written policy governs the return of property to prisoners upon release.

Notes: Property retained for evidentiary or other purposes should be noted on the inventory form.

Saanich Police Department Reference: Policy 0130, Section 1(p), Procedure 68

FINDING: STANDARD MET

Comments: Written policy requires the Front Desk Corporal to return a prisoner's belongings upon release. According to Saanich's written policy, prisoners are not *required* to sign for their effects but must be given the *opportunity* to do so.

E1.4.14 Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded, in addition to all detention facility inspections required by these standards.

Notes: The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.

Saanich Police Department Reference: Policy 0120, Section 1(c-d), Procedures 6-7

FINDING: STANDARD NOT MET IN PRACTICE (MET IN POLICY)

Comments: Written policy requires a journal to be maintained in which all unusual or significant events are recorded. Policy also requires the Front Desk Corporal to document all detention facility inspections.

The log was examined for the period July 9, 2000 to July 28, 2000 and no inspections were documented.

RECOMMENDATION:

5. The Saanich Police Department ensure detention facility inspections are documented, as per Standard E1.4.14.

E1.5 MEDICAL AND HEALTH CARE SERVICES

E1.5.1 Written policy identifies the policies and procedures to be followed when a prisoner is in need of medical assistance.

Notes: The intent of this standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.

Saanich Police Department Reference: Policy 0130, Section 1(b), Procedure 18

FINDING: STANDARD MET

Comments: Policy sets out procedures to be followed when a prisoner is in need of medical attention, including the use of EHS or the fire department as first responders (the Saanich Fire Department is located within the same building as the police department).

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergency

Saanich Police Department Reference: Policy 0130, Section 1(b)(ii), Procedure 5

FINDING: STANDARD NOT MET

Comments: There is no first aid kit available in the detention facility; however, one is available in the Communication Centre, a few steps away from the jail. The first aid kit is small containing a few bandages, Dettol, among other items, but does not contain an airway.

The Standard requires that the first aid kit be physically located in the detention facility. This requirement is necessary to ensure that the primary function of the kit is to provide medical supplies for facility inmates and not for the department as a whole.

destructive prisoners, these prisoners are to be awakened every two hours to determine their level of consciousness and general medical condition.

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Notes: The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.

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The Standard requires that the first aid kit be physically located in the detention facility. This requirement is necessary to ensure that the primary function of the kit is to provide medical supplies for facility inmates and not for the department as a whole.

* The fire department is located in the same building, with well-trained first responder personnel and equipment at hand.

RECOMMENDATION:

6. The Saanich Police Department add a first aid kit to the detention facility, as per Standard E1.5.2.

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.

Notes: Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

Saanich Police Department Reference: Policy 0130, Section 1(b)(iii), Procedures 6-17

FINDING: STANDARD MET

Comments: Policy describes in detail the conditions that must exist prior to providing a prisoner with medication. These conditions include:

- The medication must be in a prescription container;
- The label must clearly state the doctor's name, type of prescribed medication, and the patient's name;
- The Front Desk Corporal must ensure that only one type of pill is in the container; and
- If there is any doubt as to the validity of the prescription, the Front Desk Corporal must contact the prescribing physician or obtain medical advice from the hospital.

E1.5.4 Written policy establishes procedures to be followed when a prisoner has an infectious disease.

Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

Saanich Police Department Reference: Policy 0130, Section 1(c), Procedures 50-51

FINDING: STANDARD MET

Comments: Policy requires members to exercise caution when handling a prisoner who may be infectious. The policy refers the member to a separate policy on Communicable Diseases and states that, if necessary, the Front Desk Corporal should contact the hospital for direction.

E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.

Notes: The intent of the standard is that prisoners receive appropriate medical attention.

Saanich Police Department Reference: Policy 0130, Section 1(d), Procedures 33-35

FINDING: STANDARD MET

Comments: Written policy requires unconscious prisoners to be examined by a doctor prior to being lodged in the jail. If a prisoner's consciousness becomes uncertain while in the cells, the Front Desk Corporal is required to contact the fire department or the ambulance service.

E1.6 POLICE RESPONSIBILITIES REGARDING PRISONERS

E1.6.1 Written policy requires that a prisoner's opportunity for lawful release from custody is not impeded.

Notes: The intent of the standard is to ensure compliance with the Criminal Code and Charter of Rights and Freedoms.

Saanich Police Department Reference: Policy 0130, Section 1(s), Procedures 77-79

FINDING: STANDARD MET

Comments: Written policy requires the Front Desk Corporal to monitor the duration of a prisoner's detention. If detention is no longer necessary, the Front Desk Corporal is to advise the Patrol Staff Sergeant, who, in turn, must determine if arrangements should be made to immediately and lawfully release the prisoner.

E1.6.2 Written policy ensures confidential access to counsel.

Notes: Every effort should be made to ensure privacy in contacts between counsel and their clients.

Saanich Police Department Reference: Policy 0130, Section 1(q), Procedure 76

FINDING: STANDARD MET

Comments: Policy guarantees a prisoner will be provided private access to counsel.

* The fire department is located in the same building, with well-trained first responder personnel and equipment at hand.

RECOMMENDATION:

6. The Saanich Police Department add a first aid kit to the detention facility, as per Standard E1.5.2.

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.

Notes: Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

Saanich Police Department Reference: Policy 0130, Section 1(b)(iii), Procedures 6-17

FINDING: STANDARD MET

Comments: Policy describes in detail the conditions that must exist prior to providing a prisoner with medication. These conditions include:

- The medication must be in a prescription container;
- The label must clearly state the doctor's name, type of prescribed medication, and the patient's name;
- The Front Desk Corporal must ensure that only one type of pill is in the container; and
- If there is any doubt as to the validity of the prescription, the Front Desk Corporal must contact the prescribing physician or obtain medical advice from the hospital.

E1.5.4 Written policy establishes procedures to be followed when a prisoner has an infectious disease.

Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

Saanich Police Department Reference: Policy 0130, Section 1(c), Procedures 50-51

FINDING: STANDARD MET

Comments: Policy requires members to exercise caution when handling a prisoner who may be infectious. The policy refers the member to a separate policy on Communicable Diseases and states that, if necessary, the Front Desk Corporal should contact the hospital for direction.

E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.

Notes: The intent of the standard is that prisoners receive appropriate medical attention.

Saanich Police Department Reference: Policy 0130, Section 1(d), Procedures 33-35

FINDING: STANDARD MET

Comments: Written policy requires unconscious prisoners to be examined by a doctor prior to being lodged in the jail. If a prisoner's consciousness becomes uncertain while in the cells, the Front Desk Corporal is required to contact the fire department or the ambulance service.

E1.6 POLICE RESPONSIBILITIES REGARDING PRISONERS

E1.6.1 Written policy requires that a prisoner's opportunity for lawful release from custody is not impeded.

Notes: The intent of the standard is to ensure compliance with the Criminal Code and Charter of Rights and Freedoms.

Saanich Police Department Reference: Policy 0130, Section 1(s), Procedures 77-79

FINDING: STANDARD MET

Comments: Written policy requires the Front Desk Corporal to monitor the duration of a prisoner's detention. If detention is no longer necessary, the Front Desk Corporal is to advise the Patrol Staff Sergeant, who, in turn, must determine if arrangements should be made to immediately and lawfully release the prisoner.

E1.6.2 Written policy ensures confidential access to counsel.

Notes: Every effort should be made to ensure privacy in contacts between counsel and their clients.

Saanich Police Department Reference: Policy 0130, Section 1(q), Procedure 76

FINDING: STANDARD MET

Comments: Policy guarantees a prisoner will be provided private access to counsel.

E1.6.3 Written policy sets forth procedures for a prisoner's access to a telephone, telephone directory and legal aid assistance.

Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

Saanich Police Department Reference: Policy 0130, Section 1(r), Procedure 76

FINDING: STANDARD MET

Comments: Written policy provides access to a telephone, telephone directory and the legal aid phone number.

E1.6.4 Three meals are provided to all prisoners in the facility during each 24 hour period.

Notes: No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated.

Saanich Police Department Reference: Policy 0130, Sections 1(e) & (f), Procedure 19

FINDING: STANDARD MET

Comments: Policy states that prisoners will be provided with three meals within every 24 hour period. Special meals are provided for those prisoners with particular dietary needs, e.g., diabetics.

E1.7 SUPERVISION OF PRISONERS

E1.7.1 Written policy requires the constant monitoring of prisoners by department staff.

Notes: Constant monitoring is essential for maintaining security and ensuring the safety and welfare of prisoners.

Saanich Police Department Reference: Policy 0130, Section 1(k), Procedures 36-37, 54-57

FINDING: STANDARD MET*

Comments: Policy requires the constant supervision and monitoring of prisoners. Written policy also states that the detention facility is monitored by audio equipment (staff advised that this equipment was removed during recent renovations to the detention facility).

When prisoners are lodged in the jail, the arresting officer must notify the Front Desk Corporal who is responsible for this supervision until a guard arrives. The guard usually arrives within 30 minutes, but it can take up to an hour. It is important to note that the Front Desk Corporal has many duties and may not be able to provide the level of prisoner monitoring intended in the Standard. Nonetheless, in the opinion of the evaluation team, Saanich is sufficiently vigilant in ensuring prisoners are monitored while the guard is en route.

* No video monitoring equipment is available for the fingerprint room, the elevator, the sallyport, the interview rooms or the BTA room (consideration is being given to providing funds in the 2001 budget). A combination of the design of the cells and the placement of the cameras has resulted in a significant portion of each cell not being monitored.

E1.7.2 Written policy requires that each prisoner be visually checked frequently by department staff.

***Notes:** Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the purpose of this standard a visual check does not include video surveillance.*

Saanich Police Department Reference: Policy 0130, Section 1(l), Procedures 55-56

FINDING: STANDARD MET

Comments: Written policy requires that each prisoner be visually checked three times per hour with at least 15 minutes between checks. Policy also requires that the time of the checks and prisoner activity be recorded in the log.

E1.7.3 Written policy specifies procedures when prisoners are supervised by a staff member of the opposite sex.

***Notes:** It is inappropriate for staff to supervise prisoners of the opposite sex. Staff should be advised of procedures to be followed in these cases when the appropriate staff are not available.*

Saanich Police Department Reference: Policy 0130, Section 1(m), Procedures 20-23

FINDING: STANDARD MET

Comments: Except in extenuating circumstances, females are not held in the Saanich detention facilities. Females can be held in a secure interview room until a decision is reached whether they are to be released or held for court. If a female prisoner is held for court, she is transported to the Victoria Police Department detention facility.

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Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

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E1.7.4 Written policy governs prisoners' visitations and describes procedures for registering visitors to the facility and for searching visitors.

***Notes:** Prisoners may be permitted visitors consistent with security and operational considerations.*

Saanich Police Department Reference: Policy 0120, Procedure 1; Policy 0130, Section 1(a)

FINDING: STANDARD NOT MET

Comments: Policy states that no one is to enter the facility without first notifying the Front Desk Corporal. Written policy does not describe procedures for registering or searching visitors.

RECOMMENDATION:

7. The Saanich Police Department revise written policy governing prisoners' visitations to include procedures for registering and searching visitors, as per Standard E1.7.4.

E1.7.4 Written policy governs prisoners' visitations and describes procedures for registering visitors to the facility and for searching visitors.

***Notes:** Prisoners may be permitted visitors consistent with security and operational considerations.*

Saanich Police Department Reference: Policy 0120, Procedure 1; Policy 0130, Section 1(a)

FINDING: STANDARD NOT MET

Comments: Policy states that no one is to enter the facility without first notifying the Front Desk Corporal. Written policy does not describe procedures for registering or searching visitors.

RECOMMENDATION:

7. The Saanich Police Department revise written policy governing prisoners' visitations to include procedures for registering and searching visitors, as per Standard E1.7.4.

PART 3: SUMMARY

The Saanich Police Department has recently renovated the non-cell area of its detention facility. Although the majority of the planned renovations have been completed, a lack of fiscal resources and unexpected problems has resulted in a portion of the renovations not being completed. The department intends to complete the renovations in future budgets.

Another recent change is the hiring of the Corps of Commissionaires to provide guarding in the detention facility. Discussions with members of the department indicate the Corps has been well received. Along with these changes has come a recent revision in policy and procedures. The new policies generally serve the facility well, with two exceptions: first, confusion as to what position has direct responsibility for the facility; and second, the divergence between practice and policy in regards to prisoners' visitations and access to the facility.

Interview and questionnaire results indicate that both patrol officers and guards are generally well informed about jail procedures and aware of their responsibilities with respect to the detention facility.

Of the 35 Standards set out in Section E1 of *the Provincial Standards for Municipal Police Departments in British Columbia*, the Saanich Police Department failed to meet three. All of the unmet Standards can be easily corrected, largely through revision of written policy and the documentation of inspections.

One of the main problems identified was the lack of clarity around which position has direct responsibility for the detention facility (E1.1.1). Although the department met this Standard, interviews with staff indicated that members at both the management level and the patrol officer level as well as guards are confused as to who has immediate responsibility for the facility.

Although the department's written policies require the documentation of the various inspections set out in the Standards, a review of the log did not indicate that inspections are being documented as per the applicable Standards (E1.4.2, E1.4.3, E1.4.14, and E1.5.2). Saanich can rectify this situation by ensuring that these inspections are recorded in the log when they are conducted.

Standard E1.7.4 regarding prisoners' visitation needs to be revised to include procedures for registering and searching visitors. There is some indication on the part of interviewees that visitors are not allowed in the facility. If the Saanich Police Department has decided that there are to be no visits in the detention facility, then Standard E1.7.4 needs to be revised to reflect this decision.

Standard E1.5.2 requires that a first aid kit be located within the detention facility. In Saanich, however, the first aid kit is located in the Communication Centre. The primary function of the kit is to provide medical supplies for facility inmates and not for the department as a whole. Standard E1.5.2 also requires the kit to be subjected to documented weekly inspections and replenished as necessary.

The results from the patrol officer questionnaires raised several concerns. Patrol officers indicated confusion over which position has responsibility for the security checks of unoccupied cells (E1.4.2). According to written policy, the Front Desk Corporal is responsible for conducting this check, however, only 12% of patrol officers correctly indicated this. Some of the patrol officers (20%) believed the responsibility lay with the guard, while nearly 30% believed it was the patrol officer's responsibility. A further 27% did not know where the responsibility lay. Moreover, these checks are not being documented in the log as required by the Standard.

The second concern raised by the results of the patrol officer questionnaires concerns the removal of firearms prior to entry to the detention facility (E1.4.1). Only 56% of patrol officers indicated that they "always" secure their firearm prior to entry, while a further 24% indicated they "often" secure their firearm. The Saanich Police Department should ensure that the patrol officers are aware of the intent of this Standard.

Follow Up

The successful evaluation of the Saanich detention facility negates the need for a follow up site visit to the Saanich jail. No high-risk areas were identified as requiring immediate response from the department.

As such, the Saanich Police Department is asked to address within six months of receipt of this report the recommendations made with respect to adherence to provincial policing Standards. Copies of revised written policy and/or documentation stating that required actions have been made, or are anticipated to be made, should be provided to Police Services Division as required by the MPE consultation process approved by the British Columbia Association of Municipal Chiefs of Police.

A summary of recommendations requiring follow up by the Saanich Police Department are:

1. The Saanich Police Department *consider* revising written policy to clearly identify the position within the department with immediate responsibility for the operation and maintenance of the detention facility, as per Standard E1.1.1.

2. The Saanich Police Department *consider* developing written policy clearly addressing access to the facility, as per Standard E1.1.2.

3. The Saanich Police Department *consider* reminding police officers of the content and intent of Standard E1.4.1.

4. The Saanich Police Department *consider* reminding patrol officers and guards of the content and intent of Standard E1.4.2.

5. The Saanich Police Department ensure detention facility inspections are documented, as per Standard E1.4.14.

6. The Saanich Police Department add a first aid kit to the detention facility, as per Standard E1.5.2.

7. The Saanich Police Department revise written policy governing prisoners' visitations to include procedures for registering and searching visitors, as per Standard E1.7.4.

APPENDIX K

MUNICIPAL POLICE EVALUATION:

VICTORIA POLICE DEPARTMENT DETENTION FACILITIES

BRITISH COLUMBIA

Ministry of Public Safety and Solicitor General
Public Safety and Regulatory Branch
Police Services Division

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Part 1: Introduction

Municipal Police Evaluations (MPE)

Prior to 1998, inspection of the independent municipal police departments was within the mandate of the BC Police Commission (BCPC). The BCPC inspections (commonly known as audits) comprised two components: compliance with standards of policing, and a comprehensive examination of the department environment including such areas as departmental morale and management skills and style. Compliance with standards of policing was facilitated by the adoption of provincial policing standards in 1992. The BCPC published these standards in the document entitled, *Provincial Standards for Municipal Police Departments in British Columbia* (hereafter referred to as the Standards). The Standards evolved from a joint venture between the BCPC and the British Columbia Association of Municipal Chiefs of Police. The stated purpose of the Standards is to "identify minimum acceptable standards for police, facilitating uniform policing standards among departments in the province, benefiting both the police and the public."[1]

In July, 1998, following the dissolution of the BCPC, Police Services Division (PSD), Public Safety and Regulatory Branch assumed responsibility for inspection of the 12 independent municipal police departments. The mandate was codified in s.40(1)(a) of the Police Act (R.S.B.C. 1998) as follows:

> 40(1) ...the director <*of Police Services Division*> has the following functions:
> (a) to inspect and report on the quality and standard of policing and law enforcement services including but not limited to:
> (xxv) inspecting policing and law enforcement operations and procedures,
> (xxvi) evaluating programs for
> (a) training persons who intend to become police officers
> (b) training officers
> (c) re-training officers, and
> (d) training officers who are eligible for advanced training and
> (xxvii) evaluating standards of policing and law enforcement.

PSD took an opportunity to revisit the BCPC municipal police department audit procedure following receipt of responsibility for these inspections. BCPC audit procedures had not been revised for many years, and municipal police chiefs had expressed concerns around the usefulness of these procedures. A review of the BCPC audit process, undertaken during 1999, involved extensive consultation with municipal police departments. A new model for conducting inspections of the 12 independent municipal police departments was implemented during 2000. To distinguish the new model from the previous BCPC audits, the process is referred to as Municipal Police Evaluations (MPEs).

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[1] *The Provincial Standards for Municipal Police Departments in British Columbia, BCPC page 9.*

The fundamental principles underlying the MPE model are:

- The Municipal Police Evaluation process reflects the statutory mandate of the Director of Police Services Division to ensure the delivery of adequate policing services in the province.
- Evaluating police services is a collaborative effort between municipal police departments and Police Services Division.
- Police Services Division assumes a lead role in the Municipal Police Evaluation process.
- The Municipal Police Evaluation process protects the fundamental values of policing including the independence of policing and its arm's length relationship with government.
- The Municipal Police Evaluation model limits the autonomy of the evaluation team.

The most fundamental procedural difference between the BCPC audit process and the new MPE model is the scope of each review. Under the BCPC process, all aspects of one municipal department were reviewed extensively and a report was produced that dealt exclusively with that department. Each year, generally two to three BCPC audits were completed; consequently, four to six years could elapse between audits for each municipal police departments. In contrast, under the new MPE process, one aspect of policing is reviewed at all twelve municipal departments during each evaluation. The scope of the evaluation is narrowed so that all departments can participate in each review. In short, one aspect of policing is chosen for the evaluation (e.g., detention facilities), and the evaluation is conducted across all municipal police departments during the same time period. Similar to the BCPC audits, it is anticipated that two to three MPEs will be conducted in the province each year.

The MPE model comprises two types of evaluation:

- Compliance of municipal police departments with specific *Provincial Standards for Municipal Police Departments in British Columbia*. For example, compliance to Standards concerning detention facilities; and
- Specific program/policy review. For example, review of Emergency Response Team programs. As a specific program/policy is evaluated, Standards associated with the program/policy will also be reviewed and verified.[2]

MPE topics are selected each year following a consultative process between the MPE Working Committee (comprised of representatives from municipal police departments and

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[2] PSD proposes to conduct a review of provincial policing standards as a separate project in the future. In the meantime, as the new model is implemented, compliance with existing associated provincial standards will be undertaken as stated in the model.

PSD staff) and the MPE Steering Committee (membership includes three municipal Chiefs of Police, a representative from the BC Association of Police Boards, and the Director of Police Services).

Methodology

There are twelve independent municipal police departments in British Columbia: Abbotsford, Central Saanich, Delta, Esquimalt, Nelson, New Westminster, Oak Bay, Port Moody, Saanich, Vancouver, Victoria and West Vancouver. Eleven of these were included in the MPE of detention facilities. The evaluation of the Vancouver Police Department's (VPD) detention facilities was deferred.

The evaluation team consisted of two PSD staff and an experienced contractor. The contractor was a retired VPD inspector with 30 years policing experience.

For a more detailed discussion of methodology, please see pages 11 through 16 of the *Provincial Profile Report.*

In Part 2 of this report, the results for your department are discussed. Included in the report are a brief discussion of the MPE process at your department, a department description, the findings of the Standards review, and a summary of findings.

PART 2: FINDINGS

MPE Process at the Victoria Police Department

The evaluation team conducted the site visit at the Victoria Police Department in July 2000 over a four-day period. Fifteen interviews were conducted, including four with police managers, six with patrol constables, and five with jail guards.

A total of 98 questionnaires were sent to the department prior to the evaluation team's site visit. Of these, 65% were returned. The response rate for guards and patrol officers was similar (69% for guards vs. 65% for patrol officers).

The Victoria Police Department

The Victoria Police Department provides police services to the City of Victoria. Victoria's population in 1999 was 75,283 persons. The department had an authorized strength of 178 police officers in 1999 and operated at full strength during that year.

In 1999, there were 17,501 *Criminal Code* offences reported to police in Victoria. This represents an increase of 5% over 1998. In the ten-year period 1990 to 1999, the number of offences fluctuated, from a low of 14,895 offences in 1990, to a high of 17,691 offences in 1994. The number of offences reported in 1999 represents an increase of 17% from the number reported in 1990. Victoria's 1999 crime rate of 232 offences per 1,000 persons represents an increase of 12% from the rate reported 10 years earlier.

The Victoria Police Department Detention Facility

The Victoria Police Department's detention facility is located in the first underground floor of the building. The detention facility consists of 23 cells: 15 cells for males (including two drunk tanks), five for females, two for young offenders and one padded holding cell. With the exception of the padded cell, all cells have a toilet and washing facility. Cameras are located in every cell, all corridors, all interview rooms, the secure bay and the booking area.

The detention facility has two access points:

- Through a secure underground parking lot, via the secure bay into the booking area;
- Through a hallway of the main building area into a corridor that contains interview rooms, a fingerprint room and a breathalyzer room.

The department has contracted out the guard function to Securiguard Services Ltd. The agreement between the Victoria Police Department and Securiguard requires the contractor to "perform the Services to the standard of care, skill and diligence of an experienced and competent supplier of similar services and in accordance with applicable current practices." The agreement allows the Victoria Police Board to cancel the

Securiguard contract if the services, in the opinion of the Chief Constable, are not satisfactory.

The Victoria Police Department staffs the detention facility 24 hours per day, 7 days per week with both a male guard and a female matron. There is an office for each, with the monitors for the female cells in the matron room and all other monitors in the guardroom. In addition to the Basic Security Courses One and Two, the department provides training for the Securiguard guards and matrons that includes two days in the classroom followed by on the job training.

The Victoria Police Department detention facility holds an average of 3,350 prisoners per year, not including prisoners lodged for other departments or female prisoners held on remand for court.

Standards Review

Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia* sets out the Standards for detention facilities. These Standards comprise the basis of this evaluation. The results of the questionnaires, interviews, policy and procedure review, and physical inspection have been incorporated into the discussion below. Each Standard is set out and followed by the findings and recommendations where appropriate.

For each Standard, four findings are possible. These include:

Standard Met – the department meets the provincial Standard both in written policy (where required) and in practice. No departmental action required.

Standard Met in Practice (Not Met in Policy) – although the written policy is lacking (either insufficient to meet the Standard or absent from the documentation provided to the evaluation team), the review reveals that the department is meeting the Standard in the day-to-day activities of the detention facility. Generally, this finding requires that the department revise written policy.

Standard Not Met in Practice (Met in Policy) – although the written policy is sufficient to meet the requirements of the Standard, the review reveals that the department does not meet the intent of the Standard in the day-to-day activities of the detention facility. This is a more significant finding than a finding that a particular Standard is met in practice (but not in policy) because it indicates that the department is deficient in fulfilling the intent of the Standard. Generally, this finding requires that the department revise current practice.

Standard Not Met – This finding indicates that the department does not meet the Standard in written policy (where required) or in current practice. This finding requires the department to provide written policy (where required) and ensure current practice meets the intent of the Standard.

Where a Standard is not met (for any reason), this finding will be followed by a recommendation for resolution.

On occasion, a recommendation may be made even if a particular Standard is met both in policy and practice. In these recommendations, departments are asked to *consider* taking a particular action.

E1.1 MANAGEMENT

E1.1.1 Written policy establishes responsibility for the operation and maintenance of the detention facility.

Notes: The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.

Victoria Police Department Reference: Policy - Mission and Administration, Sections 4.1-4.4

FINDING: STANDARD MET

Comments: The policy states that the jail is administered under the authority of the Chief Constable. Designated responsibility is to the OIC Staff Services, with the NCO second i/c Staff Services the practical administrator. Watch Commanders are responsible operationally and make decisions respecting jail issues.

E1.1.2 Written policy governs access of persons to the detention facility.

Notes: Policy should address access to the facility by police, counsel, family and others.

Victoria Police Department Reference: Policy Respecting Access to the Jail, Sections 1.0-3.13

FINDING: STANDARD MET

Comments: Detailed policy sets out who is authorized to enter the jail, including lawyers, physicians, sheriffs, immigration officers, maintenance personnel and contracted jail guard management staff. Others may obtain permission in advance from the Watch Commander and must be accompanied by a member of the department at all times.

Where a Standard is not met (for any reason), this finding will be followed by a recommendation for resolution.

On occasion, a recommendation may be made even if a particular Standard is met both in policy and practice. In these recommendations, departments are asked to *consider* taking a particular action.

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Comments: Detailed policy sets out who is authorized to enter the jail, including lawyers, physicians, sheriffs, immigration officers, maintenance personnel and contracted jail guard management staff. Others may obtain permission in advance from the Watch Commander and must be accompanied by a member of the department at all times.

E1.2 PHYSICAL PLANT

E1.2.1 Detention facilities provide the following minimum conditions for prisoners:

- **sufficient lighting;**
- **circulation of air in accordance with local public health standards;**
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding for each prisoner held in excess of eight hours.**

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

Victoria Police Department Reference: Written policy not required.

FINDING: STANDARD MET

Comments: The lighting is sufficient. Lighting in all cells can be controlled from the guardroom and can be dimmed to help prisoners sleep. Interview results indicate that it is sometimes difficult to view prisoners when the lighting in the cell is dimmed; however, the guards report that if a safety concern exists they do not dim the lights.

The air circulation system consists of fresh air from outside; the system measures air temperature and can heat or cool the air as it enters the system (temperature varies by less than 1 degree C) and filters it twice prior to entry into the facility. Each cell has an exhaust vent and an inlet vent, in addition to the numerous inlet and exhaust vents throughout the facility. The system has a small fan that is meant to pressurise the facility and with the numerous vents there is little, if any, draught.

All cells have a stainless steel one-unit toilet, wash basin and drinking fountain. Interviews with staff indicated that showers are available to prisoners after 24 hours of incarceration, provided they are not a security or safety risk.

With the exception of prisoners held in the drunk tank, all prisoners receive blankets and mattresses.

E1.3 SAFETY AND SANITATION

E1.3.1 Written policy describes fire prevention practices and procedures for the detention facility.

Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire.

Victoria Police Department Reference: Policy Respecting the Care of Prisoners, Sections 3.43-3.57

FINDING: STANDARD NOT MET

Comments: Written policy deals only with the evacuation of prisoners; there is no policy on fire prevention practices and procedures.

RECOMMENDATION:

1. The Victoria Police Department develop written policy on fire prevention practices and procedures, as per Standard E1.3.1.

E1.3.2 The type and location of fire protection equipment is approved in writing by provincial or local fire officials.

Notes: The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

Victoria Police Department Reference: Written policy not required.

FINDING: STANDARD MET

Comments: The Victoria Fire Department inspected the detention facility on April 17, 2000, and all inspected items were listed as satisfactory.

E1.3.3 Written policy requires the documented inspection and testing of fire protection equipment in accordance with documented applicable regulations and legislation.

Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

Victoria Police Department Reference: None

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

E1.2 PHYSICAL PLANT

E1.2.1 Detention facilities provide the following minimum conditions for prisoners:

- **sufficient lighting;**
- **circulation of air in accordance with local public health standards;**
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding to [illegible] beds.**

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self destructive.

Victoria Police Department Reference: Written policy not required.

FINDING: STANDARD MET

Comments: The lighting is sufficient. Lighting in all cells can be controlled from the guardroom and can be dimmed to help prisoners sleep. Interview results indicate that it is sometimes difficult to view prisoners when the lighting in the cell is dimmed; however, the guards report that if a safety concern exists they do not dim the lights.

The air circulation system consists of fresh air from outside; the system measures air temperature and can heat or cool the air as it enters the system (temperature varies by less than 1 degree C) and filters it twice prior to entry into the facility. Each cell has an exhaust vent and an inlet vent, in addition to the numerous inlet and exhaust vents throughout the facility. The system has a small fan that is meant to pressurise the facility and with the numerous vents there is little, if any, draught.

All cells have a stainless steel one-unit toilet, wash basin and drinking fountain. Interviews with staff indicated that showers are available to prisoners after 24 hours of incarceration, provided they are not a security or safety risk.

With the exception of prisoners held in the drunk tank, all prisoners receive blankets and mattresses.

E1.3 SAFETY AND SANITATION

E1.3.1 1. **Written policy describes fire prevention practices and procedures for the detention facility.**

Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire.

Victoria Police Department Reference: Policy Respecting the Care of Prisoners, Sections 3.43-3.57

FINDING: STANDARD NOT MET

Comments: Written policy deals only with the evacuation of prisoners; there is no policy on fire prevention practices and procedures.

RECOMMENDATION:

1. The Victoria Police Department develop written policy on fire prevention practices and procedures, as per Standard E1.3.1.

E1.3.2 **The type and location of fire protection equipment is approved in writing by provincial or local fire officials.**

Notes: The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

Victoria Police Department Reference: Written policy not required.

FINDING: STANDARD MET

Comments: The Victoria Fire Department inspected the detention facility on April 17, 2000, and all inspected items were listed as satisfactory.

E1.3.3 **Written policy requires the documented inspection and testing of fire protection equipment in accordance with documented applicable regulations and legislation.**

Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

Victoria Police Department Reference: None

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: There is no policy that requires the documented inspection and testing of fire protection equipment.

There are smoke detectors located in each hallway and all of the cells have smoke detectors in the exhaust vents. There is one "ABC" type fire extinguisher in the guardroom (due for annual check in October 2000). There are sprinklers in every cell; however, they were placed so prisoners were able to interfere with them causing a number of incidents of flooding. As a consequence, the water to the system had to be turned off.

RECOMMENDATION:

2. The Victoria Police Department develop written policy requiring the documented inspection and testing of fire protection equipment, as per Standard E1.3.3.

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

Victoria Police Department Reference: Policy Respecting the Care of Prisoners, Sections 3.43-3.57

FINDING: STANDARD NOT MET

Comments: The department has an evacuation plan; however, it is not posted. Two exits exist for evacuation, one into the sallyport (secure bay) and one into a corridor leading to the main part of the building. Both have lit exit signs.

* The plan does not deal with first aid or hospital transportation.

RECOMMENDATION:

3. The Victoria Police Department post the emergency evacuation plan, as per Standard E1.3.4.

E1.3.5 Written policy requires a sanitation inspection of the facility.

Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions.

Victoria Police Department Reference: None

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: There is no written policy requiring a sanitation inspection of the facility. In practice, it appears that sanitation inspections are conducted. Results from the interviews indicate that maintenance staff regularly enters the facility to clean it.

RECOMMENDATION:

4. The Victoria Police Department revise written policy to require a sanitation inspection of the facility, as per Standard E1.3.5.

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: Exceptions to the standard may be made in emergency situations.

Victoria Police Department Reference: Policy Respecting Security of the Jail Facility, Section 3.1

FINDING: STANDARD MET

Comments: Written policy prohibits firearms and knives in the jail or the secure block interview room. Six keyed gun lockers are available in the sallyport and eight are available at the main entrance to the facility.

E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

Notes: The policy should indicate who is responsible for making this security check.

Victoria Police Department Reference: Policy Respecting Security of the Jail Facility, Sections 3.24-3.29

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: Written policy requires the jailer to search each cell and interview room for contraband and weapons at the start of each shift. There is no requirement for the search to be documented. Interviews with jail staff indicate the search of cells is part of their daily routine.

Standard E1.4.2 requires the security check to be conducted prior to each use of an unoccupied cell, not daily. Written policy and practice should be revised to reflect this.

RECOMMENDATION:

5. The Victoria Police Department revise written policy to ensure that the security checks are conducted prior to the use of each cell, as per Standard E1.4.2.

Comments: There is no policy that requires the documented inspection and testing of fire protection equipment.

There are smoke detectors located in each hallway and all of the cells have smoke detectors in the exhaust vents. There is one "ABC" type fire extinguisher in the guardroom (due for annual check in October 2000). There are sprinklers in every cell; however, they were placed so prisoners were able to interfere with them causing a number of incidents of flooding. As a consequence, the water to the system had to be turned off.

RECOMMENDATION:

2. The Victoria Police Department develop written policy requiring the documented inspection and testing of fire protection equipment, as per Standard E1.3.3.

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

Victoria Police Department Reference: Policy Respecting the Care of Prisoners, Sections 3.43-3.57

FINDING: STANDARD NOT MET

Comments: The department has an evacuation plan; however, it is not posted. Two exits exist for evacuation, one into the sallyport (secure bay) and one into a corridor leading to the main part of the building. Both have lit exit signs.

* The plan does not deal with first aid or hospital transportation.

RECOMMENDATION:

3. The Victoria Police Department post the emergency evacuation plan, as per Standard E1.3.4.

E1.3.5 Written policy requires a sanitation inspection of the facility.

Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions.

Victoria Police Department Reference: None

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: There is no written policy requiring a sanitation inspection of the facility. In practice, it appears that sanitation inspections are conducted. Results from the interviews indicate that maintenance staff regularly enters the facility to clean it.

RECOMMENDATION:

4. The Victoria Police Department revise written policy to require a sanitation inspection of the facility, as per Standard E1.3.5.

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: Exceptions to the standard may be made in emergency situations.

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Standard E1.4.2 requires the security check to be conducted prior to each use of an unoccupied cell, not daily. Written policy and practice should be revised to reflect this.

RECOMMENDATION:

5. The Victoria Police Department revise written policy to ensure that the security checks are conducted prior to the use of each cell, as per Standard E1.4.2.

See Recommendation #10 (ensure documentation of all detention facility inspections), as per Standard E1.4.14.

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.

Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

Victoria Police Department Reference: None

FINDING: STANDARD NOT MET

Comments: No policy exists requiring a weekly documented security inspection.

RECOMMENDATION:

6. The Victoria Police Department revise written policy to ensure that weekly security inspections of the detention facility are conducted, as per Standard E1.4.3.

See Recommendation #10 (ensure documentation of all detention facility inspections), as per Standard E1.4.14.

E1.4.4 There is a security alarm system linked to a designated control point.

Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

Victoria Police Department Reference: Written policy not required.

FINDING: STANDARD MET

Comments: There are numerous panic bars throughout the detention facility. In addition, there are two panic buttons in both the guardroom and matron room - one on the wall and one on the floor. The alarm system is linked directly to the Communication Centre. The guards and matrons also have a portable radio.

E1.4.5 There is a video surveillance and recording system for all prisoner booking areas.

Notes: The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.

Victoria Police Department Reference: Written policy not required.

FINDING: STANDARD MET

Comments: The facility has an extensive video and recording system, with a camera in every cell (female cells are monitored in the matron room, all others are monitored in the guardroom), every interview room, corridor and sallyport. Three cameras cover the booking area. All cameras are recorded.

E1.4.6 Written policy describes procedures to be followed in the event of an escape.

***Notes:** The procedures to be followed if an escape occurs should be made known to all facility personnel.*

Victoria Police Department Reference: None

FINDING: STANDARD NOT MET

Comments: There is no written policy describing procedures to be followed in the event of an escape.

RECOMMENDATION:

7. The Victoria Police Department develop written policy describing procedures to be followed in the event of an escape, as per Standard E1.4.6.

E1.4.7 Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.

***Notes:** The policy should specify which items may be retained by the prisoner.*

Victoria Police Department Reference: Prisoner Booking Policy, Sections 3.25-3.34; Policy Respecting the Security of Prisoners in Cells, Sections 3.1-3.25

FINDING: STANDARD MET*

Comments: Written policy requires a search to be made of all prisoners before they are placed in cells and that all items seized from a prisoner be recorded. Policy also deals with the type of searches that can be conducted and the factors to consider when determining which search is appropriate.

* Both policies list items that must be seized; however, these lists are not consistent. While most items are the same, there are a few discrepancies, e.g., kirpan in Booking Policy and bra in Security of Prisoners Policy. Both lists should be the same to ensure that a person seeking information as to whether or not an item is to be taken obtains the same information regardless of the policy consulted.

See Recommendation #10 (ensure documentation of all detention facility inspections), as per Standard E1.4.14.

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.

Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

Victoria Police Department Reference: None

FINDING: STANDARD NOT MET

Comments: No policy exists requiring a weekly documented security inspection.

RECOMMENDATION:

6. The Victoria Police Department revise written policy to ensure that weekly security inspections of the detention facility are conducted, as per Standard E1.4.3.

See Recommendation #10 (ensure documentation of all detention facility inspections), as per Standard E1.4.14.

E1.4.4 There is a security alarm system linked to a designated control point.

Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

Victoria Police Department Reference: Written policy not required.

FINDING: STANDARD MET

Comments: There are numerous panic bars throughout the detention facility. In addition, there are two panic buttons in both the guardroom and matron room - one on the wall and one on the floor. The alarm system is linked directly to the Communication Centre. The guards and matrons also have a portable radio.

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Victoria Police Department Reference: Written policy not required.

FINDING: STANDARD MET

Comments: The facility has an extensive video and recording system, with a camera in every cell (female cells are monitored in the matron room, all others are monitored in the guardroom), every interview room, corridor and sallyport. Three cameras cover the booking area. All cameras are recorded.

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Notes: The procedures to be followed if an escape occurs should be made known to all facility personnel.

Victoria Police Department Reference: None

FINDING: STANDARD NOT MET

Comments: There is no written policy describing procedures to be followed in the event of an escape.

RECOMMENDATION:

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E1.4.8 A booking form is completed for every person booked into the facility and contains the following information to the extent permitted by law:

- **arrest information;**
- **apparent physical and psychological condition;**
- **medications taken by prisoner;**
- **property inventory and disposition; and**
- **prisoner profile coding.**

Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

Victoria Police Department Reference: Prisoner Booking Policy, Sections 1.1, 3.25-3.29, 3.50-3.67

FINDING: STANDARD MET*

Comments: Written policy requires that a booking form be completed for every prisoner brought into the facility and that the form contain any medication or unusual medical characteristics or incidents. The VISEN[3] profile coding schematic and prisoner effects are on the "Receipt for Prisoner, Prisoner's Effects and Documents" form made out in conjunction with the Prisoner Record (booking form).

* The booking sheet has fields for the required information; however, a review of a sample of completed booking sheets revealed that some fields were blank, i.e., scars/marks/tattoos, drivers licence number and VISEN.

E1.4.9 Written policy requires that young persons are detained separately from adult prisoners.

Notes: Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.

Victoria Police Department Reference: Prisoner Booking Policy, Sections 3.21-3.22

FINDING: STANDARD MET

Comments: Written policy requires young offenders to be placed in designated cells. The youth cells are located a distance from the adult cells. If necessary, the adult cell areas have sliding doors that can be closed to isolate them from the remainder of the jail facility.

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[3] VISEN is a common coding scheme utilized in detention facilities booking sheets to indicate the status of prisoners, i.e., Violent, Infectious, Suicidal, Escape risk, or Normal.

E1.4.10 Written policy requires that female prisoners are detained separately from male prisoners.

Notes: Female prisoners should be separated by sight and sound from male prisoners.

Victoria Police Department Reference: None

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: Written policy does not exist requiring female prisoners to be separated from male prisoners. In practice, the facility has a separate area for females. Both the male and female cell areas have solid metal doors that separate each section from the remainder of the facility.

RECOMMENDATION:

8. The Victoria Police Department develop written policy requiring that female prisoners be detained separately from male prisoners, as per Standard E1.4.10.

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

Victoria Police Department Reference: Prisoner Release Policy, Sections 3.4-3.7; Prisoner Booking Policy, Section 3.14; Policy Respecting the Care of Prisoners, Sections 3.57-3.73

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: Written policy indicates that persons arrested for State of Intoxication in a Public Place (SIPP) are generally held for six to eight hours, although the guard can advise the Watch Commander of his opinion of the sobriety of a prisoner. The Watch Commander must confirm that opinion prior to a prisoner's release. Policy does not deal with how intoxicated persons should be handled while incarcerated, nor does it deal with what process should take place if a person is still very intoxicated after a number of hours of incarceration. Victoria's written policy also does not provide procedures for dealing with prisoners under the influence of drugs. Policy should be augmented to cover these areas.

Violent or self-destructive prisoners can be contained in the padded cell and/or restrained. There has been a problem with prisoners damaging the padded cell, which has made the cell unusable at times. Department staff are currently looking into rectifying the problem.

E1.4.8 A booking form is completed for every person booked into the facility and contains the following information to the extent permitted by law:

- **arrest information;**
- **apparent physical and psychological condition;**
- **medications taken by prisoner;**
- **property inventory and disposition; and**
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Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

Victoria Police Department Reference: Prisoner Booking Policy, Sections 1.1, 3.25-3.29, 3.50-3.67

FINDING: STANDARD MET*

Comments: Written policy requires that a booking form be completed for every prisoner brought into the facility and that the form contain any medication or unusual medical characteristics or incidents. The VISEN[3] profile coding schematic and prisoner effects are on the "Receipt for Prisoner, Prisoner's Effects and Documents" form made out in conjunction with the Prisoner Record (booking form).

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Notes: Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.

Victoria Police Department Reference: Prisoner Booking Policy, Sections 3.21-3.22

FINDING: STANDARD MET

Comments: Written policy requires young offenders to be placed in designated cells. The youth cells are located a distance from the adult cells. If necessary, the adult cell areas have sliding doors that can be closed to isolate them from the remainder of the jail facility.

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[3] VISEN is a common coding scheme utilized in detention facilities booking sheets to indicate the status of prisoners, i.e., Violent, Infectious, Suicidal, Escape risk, or Normal.

E1.4.10 Written policy requires that female prisoners are detained separately from male prisoners.

Notes: Female prisoners should be separated by sight and sound from male prisoners.

Victoria Police Department Reference: None

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: Written policy does not exist requiring female prisoners to be separated from male prisoners. In practice, the facility has a separate area for females. Both the male and female cell areas have solid metal doors that separate each section from the remainder of the facility.

RECOMMENDATION:

8. The Victoria Police Department develop written policy requiring that female prisoners be detained separately from male prisoners, as per Standard E1.4.10.

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FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: Written policy indicates that persons arrested for State of Intoxication in a Public Place (SIPP) are generally held for six to eight hours, although the guard can advise the Watch Commander of his opinion of the sobriety of a prisoner. The Watch Commander must confirm that opinion prior to a prisoner's release. Policy does not deal with how intoxicated persons should be handled while incarcerated, nor does it deal with what process should take place if a person is still very intoxicated after a number of hours of incarceration. Victoria's written policy also does not provide procedures for dealing with prisoners under the influence of drugs. Policy should be augmented to cover these areas.

Violent or self-destructive prisoners can be contained in the padded cell and/or restrained. There has been a problem with prisoners damaging the padded cell, which has made the cell unusable at times. Department staff are currently looking into rectifying the problem.

If a prisoner is suicidal, the Watch Commander may authorize calling in an additional guard to watch that prisoner. Self-destructive prisoners may also be sent to the hospital under the *Mental Health Act*.

RECOMMENDATION:

9. The Victoria Police Department develop written procedures describing methods for handling persons under the influence of drugs and/or alcohol, as per Standard E1.4.11.

E1.4.12 Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.

***Notes:** The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.*

Victoria Police Department Reference: Prisoner Booking Policy, Sections 3.38-3.41

FINDING: STANDARD MET*

Comments: Written policy states that the detention facility's capacity is left to the discretion of the Watch Commander. If the Watch Commander believes the jail has reached capacity, he can transfer prisoners to the Sheriff's cells or consider the release of some prisoners.

*Policy does not provide for extra personnel or booking and detention procedures.

E1.4.13 Written policy governs the return of property to prisoners upon release.

***Notes:** Property retained for evidentiary or other purposes should be noted on the inventory form.*

Victoria Police Department Reference: Prisoner Release Policy, Sections 3.10-3.11

FINDING: STANDARD MET*

Comments: Guards are responsible for the return of all property to the prisoner. Prisoners are required to sign the Prisoner Record to acknowledge return of their property.

* Policy does not specify that property retained for evidentiary or other purposes should be noted on the inventory form.

E1.4.14 Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded, in addition to all detention facility inspections required by these standards.

Notes: The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.

Victoria Police Department Reference: Policy Respecting Security of the Jail Facility, Sections 3.30-3.37; Prisoner Booking Policy, Sections 3.42-3.43

FINDING: STANDARD NOT MET

Comments: The Victoria Police Department detention facility has a number of logs that are completed in the jail:

- Daily Jail Report - provides information for billing purposes for other agencies' prisoners;
- Prisoner Log - provides general information on prisoners - i.e., name, sex, reason for arrest, medical or VISEN information - but is primarily used to register the half-hourly visual checks of the prisoners;
- Pass-on Book - records behaviour of prisoners and information that will be of interest to relieving jailer; and
- Prisoner Movement Book - started by guards to record the time of each prisoner's arrival and departure from the detention facility but has recently included comments on actions by prisoners and routine duties of the guard.

There is no written policy requiring detention facility inspections to be documented in the logbook. While a review of the Victoria logbooks reveals that most inspections requiring documentation are recorded, some inspections are not being documented.

RECOMMENDATION:

10. The Victoria Police Department develop written policy requiring all detention facility inspections be documented, as per Standard E1.4.14.

E1.5 MEDICAL AND HEALTH CARE SERVICES

E1.5.1 Written policy identifies the policies and procedures to be followed when a prisoner is in need of medical assistance.

Notes: The intent of this standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.

Victoria Police Department Reference: Policy Respecting the Care of Prisoners, Sections 1.2-1.3, 3.6-3.10, 3.74

If a prisoner is suicidal, the Watch Commander may authorize calling in an additional guard to watch that prisoner. Self-destructive prisoners may also be sent to the hospital under the *Mental Health Act*.

RECOMMENDATION:

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FINDING: STANDARD MET*

Comments: Written policy states that the detention facility's capacity is left to the discretion of the Watch Commander. If the Watch Commander believes the jail has reached capacity, he can transfer prisoners to the Sheriff's cells or consider the release of some prisoners.

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Notes: The intent of this standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.

Victoria Police Department Reference: Policy Respecting the Care of Prisoners, Sections 1.2-1.3, 3.6-3.10, 3.74

FINDING: STANDARD MET

Comments: Written policy states the department does not have facilities to cope with the treatment of medical problems; consequently, any person arrested with a medical problem is not accepted in the facility. Persons who become ill or injured while in the facility and require medical attention are transported to the hospital.

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

Victoria Police Department Reference: None

FINDING: STANDARD NOT MET

Comments: The facility has a first aid kit (WCB Level 1); however, a review of a sample of the log revealed that it is not subject to inspection or documentation.

RECOMMENDATION:

11. The Victoria Police Department ensure that the detention facility first aid kit is inspected and replenished as necessary, as per Standard E1.5.2.

See Recommendation #10 (ensure documentation of all detention facility inspections), as per Standard E1.4.14.

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.

Notes: Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

Victoria Police Department Reference: Policy Respecting the Care of Prisoners, Sections 3.11-3.38

FINDING: STANDARD MET

Comments: The department has extensive procedures dealing with the dispensing of pharmaceuticals in the facility. The facility has a Medication and Treatment Log that details the medication and its distribution.

E1.5.4 Written policy establishes procedures to be followed when a prisoner has an infectious disease.

Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

Victoria Police Department Reference: Policy Respecting the Care of Prisoners, Sections 3.42-3.56

FINDING: STANDARD MET

Comments: Written policy states the conditions for some common diseases to be infectious and sets out procedures. In some instances, infectious prisoners are considered inadmissible to the cells by the jailer and are transported to hospital. Prisoners with tuberculosis must be provided with a facemask to prevent transmission.

E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.

Notes: The intent of the standard is that prisoners receive appropriate medical attention.

Victoria Police Department Reference: Prisoner Booking Policy, Section 3.9; Policy Respecting the Care of Prisoners, Sections 3.1-3.3

FINDING: STANDARD MET

Comments: Written policy directs jailers not to lodge prisoners who are unconscious or semi-conscious, and states that these prisoners are the responsibility of the arresting member and must be transported to the hospital.

E1.6 POLICE RESPONSIBILITIES REGARDING PRISONERS

E1.6.1 Written policy requires that a prisoner's opportunity for lawful release from custody is not impeded.

Notes: The intent of the standard is to ensure compliance with the Criminal Code and Charter of Rights and Freedoms.

Victoria Police Department Reference: Prisoner Release Policy, Sections 1.0-3.18

FINDING: STANDARD MET

Comments: Written policy states that prisoners are to be released in a manner and time frame in keeping with lawful authority, and that prisoners are to be released with due regard for process.

FINDING: STANDARD MET

Comments: Written policy states the department does not have facilities to cope with the treatment of medical problems; consequently, any person arrested with a medical problem is not accepted in the facility. Persons who become ill or injured while in the facility and require medical attention are transported to the hospital.

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

Victoria Police Department Reference: None

FINDING: STANDARD NOT MET

Comments: The facility has a first aid kit (WCB Level 1); however, a review of a sample of the log revealed that it is not subject to inspection or documentation.

RECOMMENDATION:

11. The Victoria Police Department ensure that the detention facility first aid kit is inspected and replenished as necessary, as per Standard E1.5.2.

See Recommendation #10 (ensure documentation of all detention facility inspections), as per Standard E1.4.14.

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.

Notes: Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

Victoria Police Department Reference: Policy Respecting the Care of Prisoners, Sections 3.11-3.38

FINDING: STANDARD MET

Comments: The department has extensive procedures dealing with the dispensing of pharmaceuticals in the facility. The facility has a Medication and Treatment Log that details the medication and its distribution.

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FINDING: STANDARD MET

Comments: Written policy states that prisoners are to be released in a manner and time frame in keeping with lawful authority, and that prisoners are to be released with due regard for process.

E1.6.2 Written policy ensures confidential access to counsel.

Notes: Every effort should be made to ensure privacy in contacts between counsel and their clients.

Victoria Police Department Reference: Policy Respecting Security of Prisoners in Cells, Sections 3.29-3.40

FINDING: STANDARD MET

Comments: Written policy requires that the arresting officer facilitate prisoner phone calls to counsel. Policy also directs that the calls must be made in private and that prisoners must be instructed to face away from the camera as the interview rooms are monitored and recorded.

E1.6.3 Written policy sets forth procedures for a prisoner's access to a telephone, telephone directory and legal aid assistance.

Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

Victoria Police Department Reference: Policy Respecting Security of Prisoners in Cells, Sections 3.29-3.40

FINDING: STANDARD NOT MET

Comments: Written policy sets out access to the telephone and makes the arresting officer responsible for facilitating a telephone call. Policy does not require access to a telephone directory or legal aid assistance.

RECOMMENDATION:

12. The Victoria Police Department revise written policy to provide procedures for a prisoner's access to a telephone directory and legal aid assistance, as per Standard E1.6.3.

E1.6.4 Three meals are provided to all prisoners in the facility during each 24 hour period.

Notes: No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated.

Victoria Police Department Reference: Policy Respecting Security of Prisoners in Cells, Sections 3.86-3.88

FINDING: STANDARD MET

Comments: Written policy states that prisoners will receive three meals a day. A contracted food provider provides all meals. A physician or the Watch Commander must authorize special diets.

E1.7 SUPERVISION OF PRISONERS

E1.7.1 Written policy requires the constant monitoring of prisoners by department staff.

***Notes:** Constant monitoring is essential for maintaining security and ensuring the safety and welfare of prisoners.*

Victoria Police Department Reference: Policy Respecting Security of the Jail Facility, Sections 3.20-3.23

FINDING: STANDARD MET*

Comments: Written policy requires that prisoners be checked on the video monitor once every 15 minutes and checked physically every half-hour, and that the physical checks be documented in the Prisoner Log Book.

*Clarification of the policy is required to ensure that the physical checks and the monitor checks are not conducted simultaneously.

E1.7.2 Written policy requires that each prisoner be visually checked frequently by department staff.

***Notes:** Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the purpose of this standard a visual check does not include video surveillance.*

Victoria Police Department Reference: Policy Respecting Security of the Jail Facility, Sections 3.20-3.23

FINDING: STANDARD NOT MET

Comments: Victoria's written policy requires prisoners to be visually checked every half-hour. In the opinion of the evaluation team, half-hour visual checks are not sufficient to meet the intent of the Standard.

In addition, at times it can be very difficult for the guards to check prisoners as required because they are also responsible for booking and searching prisoners. Although these

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competing duties may not always present a problem, it is not uncommon for a number of prisoners to be brought into the Victoria Police Department jail in succession. Consequently, it can be very difficult for the guards to conduct visual checks of the prisoners while also fulfilling their booking/searching duties. This problem can be alleviated to some extent if the other matron or male conducts the visual checks in these circumstances.

RECOMMENDATION:

13. The Victoria Police Department take the necessary steps, including revising written policy, to ensure that prisoners are visually checked on a more frequent basis, as per Standard E1.7.2.

E1.7.3 Written policy specifies procedures when prisoners are supervised by a staff member of the opposite sex.

Notes: It is inappropriate for staff to supervise prisoners of the opposite sex. Staff should be advised of procedures to be followed in these cases when the appropriate staff are not available.

Victoria Police Department Reference: None

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: Victoria's written policy does not provide procedures to be followed in the event that a staff member supervises prisoners of the opposite sex. Although the department staffs the detention facility 24 hours per day, 7 days per week with both a male guard and a female matron, the Standard requires written policy outlining appropriate supervision procedures.

RECOMMENDATION:

14. The Victoria Police Department develop written policy specifying procedures to be followed when prisoners are supervised by a staff member of the opposite sex, as per Standard E1.7.3.

E1.7.4 Written policy governs prisoners' visitations and describes procedures for registering visitors to the facility and for searching visitors.

Notes: Prisoners may be permitted visitors consistent with security and operational considerations.

Victoria Police Department Reference: Policy Respecting Access to the Jail, Sections 3.5-3.13; Policy Respecting the Security of Prisoners in Cells, Section 3.2

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Victoria Police Department Reference: Policy Respecting Access to the Jail, Sections 3.5-3.13; Policy Respecting the Security of Prisoners in Cells, Section 3.2

FINDING: STANDARD MET*

Comments: Written policy requires all visits to be authorized by the Watch Commander and stipulates that in general, except for lawyers, only prisoners held on remand will be permitted visits from family members. Policy requires that all visitors use interview rooms that have a Plexiglas partition, which prevents physical contact with the prisoner. Every time a prisoner is removed from his cell he must be searched prior to being returned to the cell. The only exception is if a physician visits, in which case the prisoner is searched before and after contact and the physician is advised the room is under video surveillance.

* There is no policy setting out procedures for registering visitors.

PART 3: SUMMARY

The Victoria Police Department detention facility is generally well run, although it does have some problems. On the positive side, the Victoria Police Department has the newest and most modern detention facility of all the independent municipal police departments in BC. The facility is well designed and well functioning. The only drawback is the lack of a storage and common area for items such as a refrigerator (for storing prisoner meals) and coffee machine. The facility is well served in terms of video monitoring and the availability of guards. In addition, it is the only facility out of the 11 evaluated with a padded cell.

The department contracts out prisoner guarding to Securiguard Services Ltd. Securiguard personnel were provided with training by the department. At the time of the evaluation most Victoria police personnel indicated they were satisfied with the performance of the contracted guards.

The guards are generally knowledgeable and aware of their responsibilities within the facility. Interview and questionnaire results indicate that police personnel are also knowledgeable about jail procedures and aware of their responsibilities with respect to the detention facility.

Of the 35 Standards set out in Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia*, the Victoria Police Department failed to meet fourteen. Eleven of the fourteen unmet Standards can easily be corrected, largely through revision of written policy.

Despite the requirements of the Standards, Victoria does not have written policy:

- Describing fire prevention practices and procedures (E1.3.1);
- Requiring the documented inspection and testing of fire protection equipment (E1.3.3);
- Requiring a sanitation inspection of the facility (E1.3.5);
- Requiring a security check of each cell prior to occupation (E1.4.2);
- Requiring a documented security check (including a search for weapons) of the holding facility at least weekly (E1.4.3);
- Describing procedures to be followed in the event of an escape (E1.4.6);
- Requiring female and male prisoners to be detained separately (E1.4.10);
- Describing methods for handling persons under the influence of alcohol or other drugs (E1.4.11);
- Requiring a journal to be maintained to record detention facility inspections (E1.4.14);
- Describing procedures for a prisoner's access to a telephone directory and legal aid assistance (E1.6.3); and
- Specifying procedures when prisoners are supervised by a staff member of the opposite sex (E1.7.3).

Many of these Standards are being met in practice and the revision of policy would ensure that the department fully meets the criteria of each Standard.

Others require that the written revisions be made and that corresponding changes in practice be implemented to ensure that the Standard is met both in practice and in policy:

- The posting of an emergency evacuation plan in the detention facility will meet the requirements of Standard E1.3.4; and
- Standard E1.4.2 requires a documented security check (including a search for weapons) of each cell prior to use. Victoria's written policy requires this search to be daily instead of prior to each use and lacks the requirement that the search be documented.
- Standard E.1.5.2 requires that the department ensure that the first aid kit is inspected and replenished regularly.

Outside of Victoria's deficits in written policy, the main problem identified by the evaluation team was the lack of regular frequent visual checks of the prisoners (E1.7.2). The department's policy is to visually check prisoners every half-hour; however, in the opinion of the evaluation team, half-hour checks do not meet the intent of the Standard. In addition, as guards are responsible for booking in new prisoners, there are likely times when visual checks are not made. The department should update their written policy to require more frequent checks and ensure that guards conduct physical checks of the prisoners as required.

Follow Up

The fairly successful evaluation of the Victoria detention facility negates the need for a follow up site visit to the Victoria jail. No high-risk areas were identified as requiring immediate response from the department.

As such, the Victoria Police Department is asked to address within six months of receipt of this report the recommendations made with respect to adherence to provincial policing Standards. Copies of revised written policy and/or documentation stating that required actions have been made, or are anticipated to be made, should be provided to Police Services Division as required by the MPE consultation process approved by the British Columbia Association of Municipal Chiefs of Police.

A summary of recommendations requiring follow up by the Victoria Police Department are:

1. The Victoria Police Department develop written policy on fire prevention practices and procedures, as per Standard E1.3.1.

2. The Victoria Police Department develop written policy requiring the documented inspection and testing of fire protection equipment, as per Standard E1.3.3.

3. The Victoria Police Department post the emergency evacuation plan, as per Standard E1.3.4.

4. The Victoria Police Department revise written policy to require a sanitation inspection of the facility, as per Standard E1.3.5.

5. The Victoria Police Department revise written policy to ensure that the security checks are conducted prior to the use of each cell, as per Standard E1.4.2.

6. The Victoria Police Department revise written policy to ensure that weekly security inspections of the detention facility are conducted and documented, as per Standard E1.4.3.

7. The Victoria Police Department develop written policy describing procedures to be followed in the event of an escape, as per Standard E1.4.6.

8. The Victoria Police Department develop written policy requiring that female prisoners be detained separately from male prisoners, as per Standard E1.4.10.

9. The Victoria Police Department develop written procedures describing methods for handling persons under the influence of drugs and/or alcohol, as per Standard E1.4.11.

10. The Victoria Police Department develop written policy requiring all detention facility inspections be documented, as per Standard E1.4.14.

11. The Victoria Police Department ensure that the detention facility first aid kit is inspected and replenished as necessary, as per Standard E1.5.2.

12. The Victoria Police Department revise written policy to provide procedures for a prisoner's access to a telephone directory and legal aid assistance, as per Standard E1.6.3.

13. The Victoria Police Department take the necessary steps, including revising written policy, to ensure that prisoners are visually checked on a more frequent basis, as per Standard E1.7.2.

14. The Victoria Police Department develop written policy specifying procedures to be followed when prisoners are supervised by a staff member of the opposite sex, as per Standard E1.7.3.

APPENDIX L

MUNICIPAL POLICE EVALUATION:

WEST VANCOUVER POLICE DEPARTMENT DETENTION FACILITIES

BRITISH COLUMBIA

Ministry of Public Safety and Solicitor General
Public Safety and Regulatory Branch
Police Services Division

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Part 1: Introduction

Municipal Police Evaluations (MPE)

Prior to 1998, inspection of the independent municipal police departments was within the mandate of the BC Police Commission (BCPC). The BCPC inspections (commonly known as audits) comprised two components: compliance with standards of policing, and a comprehensive examination of the department environment including such areas as departmental morale and management skills and style. Compliance with standards of policing was facilitated by the adoption of provincial policing standards in 1992. The BCPC published these standards in the document entitled, *Provincial Standards for Municipal Police Departments in British Columbia* (hereafter referred to as the Standards). The Standards evolved from a joint venture between the BCPC and the British Columbia Association of Municipal Chiefs of Police. The stated purpose of the Standards is to "identify minimum acceptable standards for police, facilitating uniform policing standards among departments in the province, benefiting both the police and the public."[1]

In July, 1998, following the dissolution of the BCPC, Police Services Division (PSD), Public Safety and Regulatory Branch assumed responsibility for inspection of the 12 independent municipal police departments. The mandate was codified in s.40(1)(a) of the Police Act (R.S.B.C. 1998) as follows:

> 40(1) ...the director <*of Police Services Division*> has the following functions:
> (a) to inspect and report on the quality and standard of policing and law enforcement services including but not limited to:
> (xxviii) inspecting policing and law enforcement operations and procedures,
> (xxix) evaluating programs for
>   (a) training persons who intend to become police officers
>   (b) training officers
>   (c) re-training officers, and
>   (d) training officers who are eligible for advanced training and
> (xxx) evaluating standards of policing and law enforcement.

PSD took an opportunity to revisit the BCPC municipal police department audit procedure following receipt of responsibility for these inspections. BCPC audit procedures had not been revised for many years, and municipal police chiefs had expressed concerns around the usefulness of these procedures. A review of the BCPC audit process, undertaken during 1999, involved extensive consultation with municipal police departments. A new model for conducting inspections of the 12 independent municipal police departments was implemented during 2000. To distinguish the new model from the previous BCPC audits, the process is referred to as Municipal Police Evaluations (MPEs).

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[1] *The Provincial Standards for Municipal Police Departments in British Columbia, BCPC page 9.*

The fundamental principles underlying the MPE model are:

- The Municipal Police Evaluation process reflects the statutory mandate of the Director of Police Services Division to ensure the delivery of adequate policing services in the province.
- Evaluating police services is a collaborative effort between municipal police departments and Police Services Division.
- Police Services Division assumes a lead role in the Municipal Police Evaluation process.
- The Municipal Police Evaluation process protects the fundamental values of policing including the independence of policing and its arm's length relationship with government.
- The Municipal Police Evaluation model limits the autonomy of the evaluation team.

The most fundamental procedural difference between the BCPC audit process and the new MPE model is the scope of each review. Under the BCPC process, all aspects of one municipal department were reviewed extensively and a report was produced that dealt exclusively with that department. Each year, generally two to three BCPC audits were completed; consequently, four to six years could elapse between audits for each municipal police departments. In contrast, under the new MPE process, one aspect of policing is reviewed at all twelve municipal departments during each evaluation. The scope of the evaluation is narrowed so that all departments can participate in each review. In short, one aspect of policing is chosen for the evaluation (e.g., detention facilities), and the evaluation is conducted across all municipal police departments during the same time period. Similar to the BCPC audits, it is anticipated that two to three MPEs will be conducted in the province each year.

The MPE model comprises two types of evaluation:

- Compliance of municipal police departments with specific *Provincial Standards for Municipal Police Departments in British Columbia*. For example, compliance to Standards concerning detention facilities; and
- Specific program/policy review. For example, review of Emergency Response Team programs. As a specific program/policy is evaluated, Standards associated with the program/policy will also be reviewed and verified.[2]

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[2] PSD proposes to conduct a review of provincial policing standards as a separate project in the future. In the meantime, as the new model is implemented, compliance with existing associated provincial standards will be undertaken as stated in the model.

MPE topics are selected each year following a consultative process between the MPE Working Committee (comprised of representatives from municipal police departments and PSD staff) and the MPE Steering Committee (membership includes three municipal Chiefs of Police, a representative from the BC Association of Police Boards, and the Director of Police Services).

Methodology

There are twelve independent municipal police departments in British Columbia: Abbotsford, Central Saanich, Delta, Esquimalt, Nelson, New Westminster, Oak Bay, Port Moody, Saanich, Vancouver, Victoria and West Vancouver. Eleven of these were included in the MPE of detention facilities. The evaluation of the Vancouver Police Department's (VPD) detention facilities was deferred.

The evaluation team consisted of two PSD staff and an experienced contractor. The contractor was a retired VPD inspector with 30 years policing experience.

For a more detailed discussion of methodology, please see pages 11 through 16 of the *Provincial Profile Report.*

In Part 2 of this report, the results for your department are discussed. Included in the report are a brief discussion of the MPE process at your department, a department description, the findings of the Standards review, and a summary of findings.

PART 2: FINDINGS

MPE Process at the West Vancouver Police Department

The evaluation team conducted the site visit at the West Vancouver Police Department in June 2000 over a three-day period. Fourteen interviews were conducted, including seven with police managers, four with patrol constables, two with jail guards and one with a dispatcher.

A total of 32 questionnaires were sent to the department prior to the evaluation team's site visit. Of these, 66% were returned. The response rate for guards was higher than for patrol constables (80% vs. 64%).

The West Vancouver Police Department

The West Vancouver Police Department provides police services to the City of West Vancouver. West Vancouver's 1999 population was 44,771 persons. The department had an authorized strength of 77 police officers in 1999 and operated at full strength during that year.

In 1999, there were 2,986 *Criminal Code* offences reported to police in West Vancouver. This represents a decline of 4% over the number of offences reported during 1998. Overall, in the ten-year period between 1990 and 1999, the number of reported offences in West Vancouver decreased by 12%. West Vancouver's 1999 crime rate was 67 offences per 1,000 persons, representing a decrease of 3% over 1998. West Vancouver's crime rate has been falling steadily since 1992; the 1999 crime rate is the lowest reported in West Vancouver in over 10 years.

The West Vancouver Police Department Detention Facility

The detention facility is located on the bottom floor on the west side of the West Vancouver Police Department building. The facility consists of a booking area, two interview rooms, a visitor room, a BTA and CAB room, and ten cells.

Each cell area is separately contained. The male cell area has five cells with a total of seven bunks. This area also contains the drunk tank which has an eyewash capability. There are two female cells and two young offender cells, with each cell containing two bunks. Each cell has a stainless steel toilet and basin. Blankets, but not mattresses, are provided for overnight stays.

The facility has three cameras: one in the booking area, one in the male cell area and one in the female cell area (it can also be directed at either of the young offender cells).

The booking area is located immediately off the entrances from the interior corridor and the garage. The booking desk is against a wall and may require the booking constable to turn his back on the prisoner to complete the booking sheet. Behind the booking desk are two interview rooms and a visitors room, to the west is the BTA and CAB room and a corridor leading to the entrance of the department's range which runs along the west side of the detention facility. To the east is the effects locker. Corridors run down either side of the booking desk and interview rooms to the cell areas.

There are numerous access points to the facility, including:

- Through the garage area;
- Through the back of the building just west of the garage;
- Through the interior downstairs corridor;
- Through the front interior of the building leading to the female cell area;
- Through a door leading upstairs to the former provincial courtroom (it is no longer in use); and
- Through the forensics section from the booking area.

Only two of these access points are regularly used: the entrances from the garage and from the interior corridor. The entrance from the garage is normally used for conveying prisoners into the jail from police vehicles.

The department has had a problem retaining guards. At the time the evaluation was conducted, the department had four guards, none of whom were female. The guards are used only as "watchers" and have no physical contact with the prisoners. If problems occur a supervisor is contacted for direction or to take action. New guards receive two hours of training, one from the senior guard on how to guard and one from the Office Manager on jail procedures.

Beginning in June 1997, the West Vancouver Police Department discontinued holding remand prisoners. As a result, the number of prisoners lodged per year dropped dramatically. During 1995 and 1996, an average of 820 prisoners were lodged in the cells per year. In contrast, during 1998 and 1999, approximately 280 prisoners were lodged in the cells each year.

Standards Review

Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia* sets out the Standards for detention facilities. These Standards comprise the basis of this evaluation. The results of the questionnaires, interviews, policy and procedure review, and physical inspection have been incorporated into the discussion below. Each Standard is set out and followed by the findings and recommendations where appropriate.

For each Standard, four findings are possible. These include:

Standard Met – the department meets the provincial Standard both in written policy (where applicable) and in practice. No departmental action required.

Standard Met in Practice (Not Met in Policy) – although the written policy is lacking (either insufficient to meet the Standard or absent from the documentation provided to the evaluation team), the review reveals that the department is meeting the Standard in the day-to-day activities of the detention facility. Generally, this finding requires that the department revise written policy.

Standard Not Met in Practice (Met in Policy) – although the written policy is sufficient to meet the requirements of the Standard, the review reveals that the department does not meet the intent of the Standard in the day-to-day activities of the detention facility. This is a more significant finding than a finding that a particular Standard is met in practice (but not in policy) because it indicates that the department is deficient in fulfilling the intent of the Standard. Generally, this finding requires that the department revise current practice.

Standard Not Met – This finding indicates that the department does not meet the Standard in written policy (where required) or in current practice. This finding requires the department to provide written policy (where required) and ensure current practice meets the intent of the Standard.

Where a Standard is not met (for any reason), this finding will be followed by a recommendation for resolution.

On occasion, a recommendation may be made even if a particular Standard is met both in policy and practice. In these recommendations, departments are asked to *consider* taking a particular action.

E1.1 MANAGEMENT

E1.1.1 Written policy establishes responsibility for the operation and maintenance of the detention facility.

Notes: The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.

West Vancouver Police Department Reference: None

FINDING: STANDARD NOT MET

Comments: Correspondence received from the West Vancouver Police Department early in the evaluation process indicated that the detention facility falls under the mandate of the Operational Support Division. However, written policy does not identify one position with overall responsibility for the operation and maintenance of the detention facility.

Standard Met in Practice (Not Met in Policy) – although the written policy is lacking (either insufficient to meet the Standard or absent from the documentation provided to the evaluation team), the review reveals that the department is meeting the Standard in the day-to-day activities of the detention facility. Generally, this finding requires that the department revise written policy.

Standard Not Met in Practice (Met in Policy) – although the written policy is sufficient to meet the requirements of the Standard, the review reveals that the department does not meet the intent of the Standard in the day-to-day activities of the detention facility. This is a more significant finding than a finding that a particular Standard is met in practice (but not in policy) because it indicates that the department is deficient in fulfilling the intent of the Standard. Generally, this finding requires that the department revise current practice.

Standard Not Met – This finding indicates that the department does not meet the Standard in written policy (where required) or in current practice. This finding requires the department to provide written policy (where required) and ensure current practice meets the intent of the Standard.

Where a Standard is not met (for any reason), this finding will be followed by a recommendation for resolution.

On occasion, a recommendation may be made even if a particular Standard is met both in policy and practice. In these recommendations, departments are asked to *consider* taking a particular action.

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Notes: The policy may be in the form of a manual that covers management, operation, security, prisoner accounting, and control.

West Vancouver Police Department Reference: None

FINDING: STANDARD NOT MET

Comments: Correspondence received from the West Vancouver Police Department early in the evaluation process indicated that the detention facility falls under the mandate of the Operational Support Division. However, written policy does not identify one position with overall responsibility for the operation and maintenance of the detention facility.

RECOMMENDATION:

1. The West Vancouver Police Department develop written policy establishing responsibility for the operation and maintenance of the detention facility, as per Standard E1.1.1.

E1.1.2 Written policy governs access of persons to the detention facility.

Notes: Policy should address access to the facility by police, counsel, family and others.

West Vancouver Police Department Reference: Policy OC 2100, Section III

FINDING: STANDARD MET

Comments: Written policy covers access to the facility by visitors. All visitors, except lawyers or those allowed by the Court, must have permission of the Duty NCO. All visitors must pass a security check and a record is kept of all visits.

E1.2 PHYSICAL PLANT

E1.2.1 Detention facilities provide the following minimum conditions for prisoners:

- **sufficient lighting;**
- **circulation of air in accordance with local public health standards;**
- **access to a toilet, wash basin or shower, and drinking water; and**
- **a bed and bedding for each prisoner held in excess of eight hours.**

Notes: Policy may provide exceptions for prisoners who are deemed to be suicidal or self-destructive.

West Vancouver Police Department Reference: Policy OC 1600, Section VIII (D)

FINDING: STANDARD NOT MET

Comments: The cells are all well lit; lights in the cells can be turned off at night to facilitate sleep for the prisoners. All cells except the drunk tank have a toilet, wash basin and drinking water. A shower is available for prisoners.

The facility's ventilation system is part of the building's overall system. Each cell has a vent that pumps air directly into the cell; however, the cells now have Plexiglas which covers the bars on the inside of the cell (an anti-suicide measure) and prevents the air from flowing directly into the cell. An incident occurred sometime ago where pepper spray was used in the cells and it became caught up in the ventilation system causing some discomfort to staff in the main part of the building. A backup generator provides only a minor lighting capability and no ventilation. Interviews with staff indicated that the facility is uncomfortably cold in winter and warm in the summer. That is corroborated by the evaluation team's time in the facility during the inspection. While the West Vancouver Police Department meets the minimum requirement of the Standard with respect to air circulation, a review of the facility's ventilation system may be warranted.

Of more concern is the fact that although prisoners are given a blanket if they are to remain in the facility overnight, they are not provided with a mattress. "Bed and bedding" implies that the department is to provide prisoners with a mattress for overnight stays; as such, the intent of the Standard is not met. In addition, prisoners who remain in the facility in excess of eight hours during the day are not provided with a blanket (in contravention of the Standard).

RECOMMENDATION:

2. The West Vancouver Police Department revise written policy and current practice to ensure that each prisoner held in excess of eight hours is provided with a bed and bedding, as per Standard E1.2.1.

3. The West Vancouver Police Department *consider* conducting a review of the detention facility's ventilation system.

E1.3 SAFETY AND SANITATION

E1.3.1 Written policy describes fire prevention practices and procedures for the detention facility.

Notes: The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire.

West Vancouver Police Department Reference: None

FINDING: STANDARD NOT MET

Comments: There is no written policy that sets out practices or procedures in the event of a fire.

RECOMMENDATION:

4. The West Vancouver Police Department develop written policy on fire prevention practices and procedures, as per Standard E1.3.1.

RECOMMENDATION:

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Notes: Policy should address access to the facility by police, counsel, family and others.

West Vancouver Police Department Reference: Policy OC 2100, Section III

FINDING: STANDARD MET

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West Vancouver Police Department Reference: None

FINDING: STANDARD NOT MET

Comments: There is no written policy that sets out practices or procedures in the event of a fire.

RECOMMENDATION:

4. The West Vancouver Police Department develop written policy on fire prevention practices and procedures, as per Standard E1.3.1.

E1.3.2 The type and location of fire protection equipment is approved in writing by provincial or local fire officials.

Notes: The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

West Vancouver Police Department Reference: Written policy not required

FINDING: STANDARD MET*

Comments: The West Vancouver Police Department has a private company check the fire prevention and fighting equipment yearly. At the time of the evaluation, the last check had been conducted in August 1999. At that time, all equipment passed inspection with the exception of two heat detectors that required replacement; both have since been replaced.

In addition, the West Vancouver Fire Department also inspected the facility on November 22, 1999 and found everything to be satisfactory. When the Office Manager was questioned by the evaluation team about the use of water fire extinguishers in the facility, he advised that the fire department had approved them but had also suggested that the department should consider the "ABC" type extinguishers. At the time of the evaluation, purchase of additional "ABC" extinguishers was anticipated.

* The only "ABC" extinguisher in the facility (located at the entrance to the facility from the main area of the building) was overdue for inspection (March 5, 2000), apparently missed during the annual check.

E1.3.3 Written policy requires the documented inspection and testing of fire protection equipment in accordance with documented applicable regulations and legislation.

Notes: The intent of this standard is to ensure that fire protection equipment is maintained in operable conditions at all times.

West Vancouver Police Department Reference: None

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: Although the detention facility fire protection equipment is tested annually by a contracted company (see comments for Standard E1.3.2), there is no written policy requiring the documented inspection and testing of this equipment.

RECOMMENDATION:

5. The West Vancouver Police Department develop written policy requiring the documented inspection and testing of fire protection equipment, as per Standard E1.3.3.

E1.3.4 There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing the evacuation of persons to hazard-free areas.

Notes: If possible, two separate emergency exits should be provided. The evacuation plan should specify route of evacuation and subsequent disposition and housing of prisoners. The plan should also include provisions for first aid and hospital transportation.

West Vancouver Police Department Reference: None

FINDING: STANDARD MET*

Comments: An emergency plan is drawn and posted.

* There are exit signs leading from the male and female cell areas to the booking area; however, exit signs are not present at the doors exiting the booking area.

E1.3.5 Written policy requires a sanitation inspection of the facility.

Notes: The intent of this standard is to ensure prisoners and staff are not exposed to unsanitary conditions.

West Vancouver Police Department Reference: Policy OC 1600, Section XI

FINDING: STANDARD MET*

Comments: Written policy requires a sanitation inspection of the detention facility and, in practice, it appears that sanitation inspections are conducted. Results from the interviews indicate that maintenance staff regularly enter the facility to clean it, and advise the Office Manager if any further action is required.

* Written policy states that the NCO i/c Support Services is responsible for the sanitation inspection; however, this position no longer exists within the department.

E1.3.2 The type and location of fire protection equipment is approved in writing by provincial or local fire officials.

Notes: The intent of this standard is to ensure that the department has the appropriate fire protection equipment and systems in place. Fire protection equipment may include heat and smoke detection systems, an automatic fire alarm and an emergency power system.

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* Written policy states that the NCO i/c Support Services is responsible for the sanitation inspection; however, this position no longer exists within the department.

E1.4 OPERATIONS

E1.4.1 Written policy governs the securing of firearms in the holding facility.

Notes: Exceptions to the standard may be made in emergency situations.

West Vancouver Police Department Reference: Policy OC 2100, Section II

FINDING: STANDARD MET*

Comments: Policy requires members entering the facility to lock their firearms in their personal locker or in the firearms locker provided. The facility has six lockable drawers in a metal filing cabinet at the entrance to the facility from the interior corridor.

The sallyport entrance does not currently have a firearm locking capability. Consequently, prisoners are sometimes left handcuffed in a locked vehicle while the officer enters the facility, secures his firearm and then returns to the prisoner. Often a second member must be present to watch the prisoner while the firearm is secured. The department could consider adding a firearm locking capability in the immediate area of the sallyport entrance.

* Questionnaire results revealed that eleven of twenty-seven patrol officers indicated that they do not "always" secure their firearm before entering the detention facility. This finding should be of concern to the police management of the West Vancouver Police Department.

RECOMMENDATION:

6. The West Vancouver Police Department *consider* installing a firearm locking capability in the immediate area of the sallyport entrance.

E1.4.2 Written policy requires a documented security check, including a search for weapons, prior to each use of an unoccupied cell.

Notes: The policy should indicate who is responsible for making this security check.

West Vancouver Police Department Reference: Policy OC 1600, Section VIII (A)

FINDING: STANDARD NOT MET

Comments: Policy states that a security check shall be made but does not require that the checks be documented, nor does it indicate who is responsible for conducting the checks.

In addition, guard questionnaire results indicate that three out of four believed that patrol officers were responsible for security checks of the cells, while one guard believed that the responsibility lay with the duty NCO. More importantly, and of considerable concern, were the results from the patrol officer questionnaires revealing that 44% did not know who was responsible for conducting security checks of the cells.

RECOMMENDATION:

7. The West Vancouver Police Department revise written policy to indicate who is responsible for conducting security checks of cells, as per Standard E1.4.2.

See Recommendation #14 (ensure documentation of all detention facility inspections), as per Standard E1.4.14.

E1.4.3 Written policy requires a documented security inspection, including a search for weapons, of the holding facility at least weekly.

Notes: All holding areas and other areas to which prisoners have access should be searched for weapons and other prohibited articles.

West Vancouver Police Department Reference: Policy OC 1600, Section XI

FINDING: STANDARD NOT MET

Comments: The policy requires safety and sanitation inspections on a regular basis, and designates the NCO i/c Support Services responsible for such inspections. However, the NCO i/c Support Services position no longer exists within the department. It appears that no official or policy reassignment of the position's responsibilities had been made at the time of the evaluation. Interview findings were unclear on whether or not weekly security inspections of the facility are being conducted. Documentation was not present.

RECOMMENDATION:

8. The West Vancouver Police Department revise written policy to clearly articulate responsibility for weekly security inspections, as per Standards E1.4.3.

See Recommendation #14 (ensure documentation of all detention facility inspections), as per Standard E1.4.14.

E1.4.4 There is a security alarm system linked to a designated control point.

Notes: Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.

West Vancouver Police Department Reference: Written policy not required.

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Notes: Exceptions to the standard may be made in emergency situations.

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***Notes:** Emergency alarm systems are vital to the safety of prisoners and staff and to the security of the facility.*

West Vancouver Police Department Reference: Written policy not required.

FINDING: STANDARD MET

Comments: The facility has emergency panic buttons in the booking area, the male cell area, the female cell area, and the fingerprint room. All are linked directly to the Communication Centre.

E1.4.5 There is a video surveillance and recording system for all prisoner booking areas.

Notes: The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.

West Vancouver Police Department Reference: Policy AE 1900, Section 1, Policy OC 1600, Section VIII (B)

FINDING: STANDARD NOT MET

Comments: The facility has three cameras: one in the booking area, one in the male cell area and one in the female cell area. The female cell camera can be manually turned to monitor one of the two young offender cells through a glass partition. The cameras in the cell areas can be directed at specific cells. However, the booking area camera can monitor only a portion of the total booking area, and the video system does not have recording capacity.

The cameras are monitored only in the Communication Centre and only two of the cameras can be monitored at the same time. For the dispatchers to change the camera they are monitoring, they must stand and reach under the monitor console and physically switch to another camera. While the evaluation team was present, a female prisoner was in the facility and the dispatcher was not able to switch her monitor to the female cell camera. In addition, the physical set up of the cell areas necessitates that the cameras be placed a considerable distance from the cells resulting in rather vague images on the dispatcher monitors, especially if the cell lights are turned off to allow prisoners to sleep.

RECOMMENDATION:

9. The West Vancouver Police Department install a video surveillance system that has a recording capacity and is sufficient to survey the complete booking area, as per Standard E1.4.5.

E1.4.6 Written policy describes procedures to be followed in the event of an escape.

Notes: The procedures to be followed if an escape occurs should be made known to all facility personnel.

West Vancouver Police Department Reference: Policy AE 1900, Section III (A)(5)

FINDING: STANDARD NOT MET

Comments: There is no written policy specifically setting out procedures in the event of an escape. The policy states that in the event of an emergency the guard shall contact the Communication Centre via the intercom. The evaluation team was advised during the site visit that the intercom no longer functioned and an attempt made to call the Communication Centre was unsuccessful.

RECOMMENDATION:

10. The West Vancouver Police Department develop written policies that clearly describe procedures to be followed in the event of an escape, as per Standard E1.4.6.

11. The West Vancouver Police Department *consider* repairing its intercom system.

E1.4.7 **Written policy requires that a search be made of all prisoners before entry into a cell, and that a written, itemized inventory be made of all property taken from a prisoner.**

Notes: The policy should specify which items may be retained by the prisoner.

West Vancouver Police Department Reference: Policy OC 1600, Sections III, IV, V, VII

FINDING: STANDARD MET*

Comments: The policy meets the basic requirements of the Standard.

*Written policy does not specify which items may be retained by the prisoner.

E1.4.8 **A booking form is completed for every person booked into the facility and contains the following information to the extent permitted by law:**

- **arrest information;**
- **apparent physical and psychological condition;**
- **medications taken by prisoner;**
- **property inventory and disposition; and**
- **prisoner profile coding.**

Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

FINDING: STANDARD MET

Comments: The facility has emergency panic buttons in the booking area, the male cell area, the female cell area, and the fingerprint room. All are linked directly to the Communication Centre.

E1.4.5 There is a video surveillance and recording system for all prisoner booking areas.

Notes: The intent of the standard is to (1) protect officers from unfounded allegations; (2) encourage appropriate prisoner behaviour; and (3) provide evidence for any investigation.

West Vancouver Police Department Reference: Policy AE 1900, Section 1, Policy OC 1600, Section VIII (B)

FINDING: STANDARD NOT MET

Comments: The facility has three cameras: one in the booking area, one in the male cell area and one in the female cell area. The female cell camera can be manually turned to monitor one of the two young offender cells through a glass partition. The cameras in the cell areas can be directed at specific cells. However, the booking area camera can monitor only a portion of the total booking area, and the video system does not have recording capacity.

The cameras are monitored only in the Communication Centre and only two of the cameras can be monitored at the same time. For the dispatchers to change the camera they are monitoring, they must stand and reach under the monitor console and physically switch to another camera. While the evaluation team was present, a female prisoner was in the facility and the dispatcher was not able to switch her monitor to the female cell camera. In addition, the physical set up of the cell areas necessitates that the cameras be placed a considerable distance from the cells resulting in rather vague images on the dispatcher monitors, especially if the cell lights are turned off to allow prisoners to sleep.

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- **property inventory and disposition; and**
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Notes: Booking information should enable the facility staff to (1) increase the safety of staff; (2) protect prisoners from self-destructive behaviour; (3) protect prisoners from other prisoners; (4) identify the prisoner; and (5) identify and secure property.

West Vancouver Police Department Reference: Policy OC 0200, Section I-II, Policy OC 1600, Section I

FINDING: STANDARD MET

Comments: The department uses both the CAB system and the manual booking process. The booking sheet and policy allows the inclusion of all information required by the Standard. Reviews of the booking sheets indicate that they are generally being filled out comprehensively.

E1.4.9 Written policy requires that young persons are detained separately from adult prisoners.

Notes: Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.

West Vancouver Police Department Reference: Policy AE 1900, Section VI (A), Policy OK 0500, Sections III (C) (1) and V

FINDING: STANDARD MET

Comments: Policy requires that young offenders be kept separate from adult prisoners and be lodged in the young offender lock-up only; these conditions are stated in three separate policy areas.

The young offender cells are adjacent to the female cells, with a glass window partition separating each young offender cell from the female cell area. Consequently, these cells are visible from the female cell area. To compensate a solid blind has been erected that prevents anyone in the female cells from seeing into the young offender cells. The glass partition facilitates the monitoring function as it allows the same camera used in the female cells to be directed into the young offender cells. The partition also facilitates the watching process for the guard if he/she is guarding a prisoner in both of the facility areas by providing a quick and easy view of the young offender from the female cells.

Each cell area can be closed off from the remainder of the facility by solid core doors.

E1.4.10 Written policy requires that female prisoners are detained separately from male prisoners.

Notes: Female prisoners should be separated by sight and sound from male prisoners.

West Vancouver Police Department Reference: Policy OC 1600, Section VIII (E)

FINDING: STANDARD MET

Comments: Policy requires that female prisoners be kept separate from male prisoners. (See comments for Standard E1.4.9)

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners should receive close observation by facility staff and referral for appropriate medical treatment.

West Vancouver Police Department Reference: Policy OC 1600, Section IX (C)

FINDING: STANDARD NOT MET

Comments: Policy deals with prisoners who are drunk, violent or have mental disorders; however, it does not specifically deal with those who are self-destructive.

Interviews with staff indicate that self-destructive prisoners are lodged in the regular cells.

RECOMMENDATION:

12. The West Vancouver Police Department develop written policies and procedures for handling, detaining, and segregating persons who are self-destructive, as per Standard E1.4.11.

E1.4.12 Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.

Notes: The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

West Vancouver Police Department Reference: None

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: There is no policy that provides direction regarding mass arrests. However, in practice, staff indicate that the department has a very good working relationship with the North Vancouver RCMP and that it is not uncommon for prisoners that cannot be held in the West Vancouver detention facility (for whatever reason, presumably also including mass arrests) to be accepted by North Vancouver.

West Vancouver Police Department Reference: Policy OC 0200, Section I-II, Policy OC 1600, Section I

FINDING: STANDARD MET

Comments: The department uses both the CAB system and the manual booking process. The booking sheet and policy allows the inclusion of all information required by the Standard. Reviews of the booking sheets indicate that they are generally being filled out comprehensively.

E1.4.9 Written policy requires that young persons are detained separately from adult prisoners.

***Notes:** Department policy must be consistent with the Young Offenders Act. Young persons should be separated by sight and sound from adult prisoners.*

West Vancouver Police Department Reference: Policy AE 1900, Section VI (A), Policy OK 0500, Sections III (C) (1) and V

FINDING: STANDARD MET

Comments: Policy requires that young offenders be kept separate from adult prisoners and be lodged in the young offender lock-up only; these conditions are stated in three separate policy areas.

The young offender cells are adjacent to the female cells, with a glass window partition separating each young offender cell from the female cell area. Consequently, these cells are visible from the female cell area. To compensate a solid blind has been erected that prevents anyone in the female cells from seeing into the young offender cells. The glass partition facilitates the monitoring function as it allows the same camera used in the female cells to be directed into the young offender cells. The partition also facilitates the watching process for the guard if he/she is guarding a prisoner in both of the facility areas by providing a quick and easy view of the young offender from the female cells.

Each cell area can be closed off from the remainder of the facility by solid core doors.

E1.4.10 Written policy requires that female prisoners are detained separately from male prisoners.

***Notes:** Female prisoners should be separated by sight and sound from male prisoners.*

West Vancouver Police Department Reference: Policy OC 1600, Section VIII (E)

FINDING: STANDARD MET

F7

Comments: Policy requires that female prisoners be kept separate from male prisoners. (See comments for Standard E1.4.9)

E1.4.11 Written policy describes methods for handling, detaining, and segregating persons under the influence of alcohol or other drugs or who are violent or self-destructive.

Notes: Such prisoners should remain under close observation by facility staff, or referred for appropriate medical treatment.

West Vancouver Police Department Reference: Policy OC 1600, Section IX (C)

FINDING: STANDARD NOT MET

Comments: Policy deals with prisoners who are drunk, violent or have mental disorders; however, it does not specifically deal with those who are self-destructive.

Interviews with staff indicate that self-destructive prisoners are lodged in the regular cells.

RECOMMENDATION:

12. The West Vancouver Police Department develop written policies and procedures for handling, detaining, and segregating persons who are self-destructive, as per Standard E1.4.11.

E1.4.12 Written policy describes space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility.

Notes: The policy should address such matters as provision for extra personnel, additional physical facilities, and booking and detention procedures.

West Vancouver Police Department Reference: None

FINDING: STANDARD MET IN PRACTICE (NOT MET IN POLICY)

Comments: There is no policy that provides direction regarding mass arrests. However, in practice, staff indicate that the department has a very good working relationship with the North Vancouver RCMP and that it is not uncommon for prisoners that cannot be held in the West Vancouver detention facility (for whatever reason, presumably also including mass arrests) to be accepted by North Vancouver.

RECOMMENDATION:

13. The West Vancouver Police Department develop written policy to describe space arrangements and procedures to follow in the event of a group arrest, as per Standard E1.4.12.

E1.4.13 Written policy governs the return of property to prisoners upon release.

Notes: Property retained for evidentiary or other purposes should be noted on the inventory form.

West Vancouver Police Department Reference: Policy OC 0200, Section II, Policy OC 1600, Section V

FINDING: STANDARD MET

Comments: Policy covers the return of prisoner's property and requires the prisoner's signature upon receipt.

E1.4.14 Written policy requires a journal to be maintained in which significant or unusual occurrences are recorded, in addition to all detention facility inspections required by these standards.

Notes: The intent of this standard is to document noteworthy incidents involving prisoners, staff or facilities.

West Vancouver Police Department Reference: Policy AE 1900, Sections III (A) (3), V (A) Policy OC 2100, Section IV (D)

FINDING: STANDARD NOT MET

Comments: Written policy requires the guard to maintain a log of occurrences. A review of the log indicates that the intent of the Standard is being met in practice. However, many inspections are not being documented.

RECOMMENDATION:

14. The West Vancouver Police Department ensure all detention facility inspections are documented, as per Standard E1.4.14.

E1.5 MEDICAL AND HEALTH CARE SERVICES

E1.5.1 Written policy identifies the policies and procedures to be followed when a prisoner is in need of medical assistance.

Notes: The intent of this standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.

West Vancouver Police Department Reference: Policy OC 1000, Sections I-II, Policy AE 1900, Section III (C-D)

FINDING: STANDARD MET

Comments: Written policy deals adequately with injured persons who are arrested. It also identifies which agency will be responsible when a prisoner is in need of medical assistance.

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

Notes: First aid equipment available to facility personnel should provide a capability for proper response to a broad range of anticipated emergencies.

West Vancouver Police Department Reference: Policy OC 1600, Section XI

FINDING: STANDARD NOT MET

Comments: A first aid kit is available. Policy requires the NCO i/c Support Services to inspect the first aid kit; however, the position no longer exists and the duties of that position have not officially been delegated to another position. Moreover, it was not clear from interview results that the first aid kit is inspected weekly.

RECOMMENDATION:

15. The West Vancouver Police Department clearly identify the person responsible for conducting weekly inspections of the first aid, as per Standard E1.5.2.

See Recommendation #14 (ensure documentation of all detention facility inspections), as per Standard E1.4.14.

RECOMMENDATION:

13. The West Vancouver Police Department develop written policy to describe space arrangements and procedures to follow in the event of a group arrest, as per Standard E1.4.12.

[redacted]

West Vancouver Police Department Reference: Policy OC 0200, Section II, Policy OC 1600, Section V

FINDING: STANDARD MET

Comments: Policy covers the return of prisoner's property and requires the prisoner's signature upon receipt.

[redacted]

West Vancouver Police Department Reference: Policy AE 1900, Sections III (A) (3), V (A) Policy OC 2100, Section IV (D)

FINDING: STANDARD NOT MET

Comments: Written policy requires the guard to maintain a log of occurrences. A review of the log indicates that the intent of the Standard is being met in practice. However, many inspections are not being documented.

RECOMMENDATION:

14. The West Vancouver Police Department ensure all detention facility inspections are documented, as per Standard E1.4.14.

E1.5 MEDICAL AND HEALTH CARE SERVICES

E1.5.1 Written policy identifies the [illegible] procedures to be followed when a prisoner is in need of medical assistance.

Notes: The intent of this standard is to ensure that staff recognize, take appropriate action on, and report all prisoner medical emergencies.

West Vancouver Police Department Reference: Policy OC 1000, Sections I-II, Policy AE 1900, Section III (C-D)

FINDING: STANDARD MET

Comments: Written policy deals adequately with injured persons who are arrested. It also identifies which agency will be responsible when a prisoner is in need of medical assistance.

E1.5.2 A first aid kit is available in the detention facility, and is subjected to a documented weekly inspection and replenished as necessary.

Notes: First aid equipment available to facility personnel should provide a capacity for proper response to a broad range of anticipated emergencies.

West Vancouver Police Department Reference: Policy OC 1600, Section XI

FINDING: STANDARD NOT MET

Comments: A first aid kit is available. Policy requires the NCO i/c Support Services to inspect the first aid kit; however, the position no longer exists and the duties of that position have not officially been delegated to another position. Moreover, it was not clear from interview results that the first aid kit is inspected weekly.

RECOMMENDATION:

15. The West Vancouver Police Department clearly identify the person responsible for conducting weekly inspections of the first aid, as per Standard E1.5.2.

See Recommendation #14 (ensure documentation of all detention facility inspections), as per Standard E1.4.14.

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other [illegible] within the facility by department [illegible]

Notes: Policy [illegible] state that pharmaceuticals or other medical treatment are [illegible] suspects with their [illegible] consent [illegible]

West Vancouver Police Department Reference: Policy OC 1600, Section X (B)

FINDING: STANDARD MET

Comments: Written policy states that the Duty NCO is responsible for administering medications and is required to document any given to prisoners.

E1.5.4 Written policy establishes procedures to be followed when a prisoner has an infectious disease.

Notes: [illegible] infectious diseases may pose a significant health risk to staff. [illegible] ensure that all staff who come into contact with [illegible] who enter the prisoner's cell, are notified of the health risk.

West Vancouver Police Department Reference: Policy OG 01[illegible], Sections III-VI

FINDING: STANDARD MET

Comments: Policy sets out detailed procedures for dealing with prisoners who may have infectious diseases. Written policy also details the decontamination process.

[illegible]

Notes: The intent of the standard is that prisoners receive appropriate medical attention.

West Vancouver Police Department Reference: Policy OC 1000, Section I, Policy OC 1600, Section [illegible]X (B)

FINDING: STANDARD MET

Comments: Written policy states that any arrested person of questionable medical condition or level of consciousness is to be sent directly to an emergency ward. If a prisoner is found to be insensible or cannot be aroused within the jail, the NCO is to be notified immediately.

E1.6 POLICE RESPONSIBILITIES REGARDING PRISONERS

E1.6.1 Written policy requires that a prisoner's opportunity for lawful release from custody is not impeded.

Notes: The intent of the standard is to ensure compliance with the Criminal Code and Charter of Rights and Freedoms.

West Vancouver Police Department Reference: Policy AE 1900, Section VIII (B)

FINDING: STANDARD MET

Comments: Policy states prisoners are not to be held in custody any longer than stipulated time periods without bringing the matter before a justice of the peace.

E1.6.2 Written policy ensures confidential access to counsel.

Notes: Every effort should be made to ensure privacy in contacts between counsel and their clients.

West Vancouver Police Department Reference: Policy OC 1600, Sections, II (A)(7), II (B)

FINDING: STANDARD MET

Comments: Policy states prisoners may be directed to the phone to contact counsel and the police officer shall attempt to ensure privacy. Interviews with staff reveal that prisoners are directed into an interview room and privacy is afforded by closing the door.

E1.6.3 Written policy sets forth procedures for a prisoner's access to a telephone, telephone directory and legal aid assistance.

Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

West Vancouver Police Department Reference: Policy OC 1600, Section II (B-C)

FINDING: STANDARD MET

Comments: Written policy provides that a prisoner have access to a telephone, telephone directory and the legal aid phone number. In addition, the *Charter* warning is posted on the booking room wall.

E1.5.3 Written policy governs the dispensing of pharmaceuticals or other medical treatment, within the facility by department employees.

Notes: Policy should clearly state that pharmaceuticals, or other medical treatment, are only to be given to prisoners with their informed consent and with appropriate medical authorization.

West Vancouver Police Department Reference: Policy OC 1600, Section X (B)

FINDING: STANDARD MET

Comments: Written policy states that the Duty NCO is responsible for administering medications and is required to document any given to prisoners.

E1.5.4 Written policy establishes procedures to be followed when a prisoner has an infectious disease.

Notes: Prisoners with infectious diseases may pose a significant health risk to staff. The intent of the standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk.

West Vancouver Police Department Reference: Policy OG 0150, Sections III-VI

FINDING: STANDARD MET

Comments: Policy sets out detailed procedures for dealing with prisoners who may have infectious diseases. Written policy also details the decontamination process.

E1.5.5 Written policy establishes procedures to be followed when a prisoner is of questionable consciousness.

Notes: The intent of the standard is that prisoners receive appropriate medical attention.

West Vancouver Police Department Reference: Policy OC 1000, Section I, Policy OC 1600, Section IX (B)

FINDING: STANDARD MET

Comments: Written policy states that any arrested person of questionable medical condition or level of consciousness is to be sent directly to an emergency ward. If a prisoner is found to be insensible or cannot be aroused within the jail, the NCO is to be notified immediately.

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Notes: The intent of the standard is to ensure compliance with the Criminal Code and Charter of Rights and Freedoms.

West Vancouver Police Department Reference: Policy AE 1900, Section VIII (B)

FINDING: STANDARD MET

Comments: Policy states prisoners are not to be held in custody any longer than stipulated time periods without bringing the matter before a justice of the peace.

E1.6.2 Written policy ensures confidential access to counsel.

Notes: Every effort should be made to ensure privacy in contacts between counsel and their clients.

West Vancouver Police Department Reference: Policy OC 1600, Sections, II (A)(7), II (B)

FINDING: STANDARD MET

Comments: Policy states prisoners may be directed to the phone to contact counsel and the police officer shall attempt to ensure privacy. Interviews with staff reveal that prisoners are directed into an interview room and privacy is afforded by closing the door.

E1.6.3 Written policy sets forth procedures for a prisoner's access to a telephone, telephone directory and legal aid assistance.

Notes: Any limits in the use of the telephone such as the type and number of calls and their duration should be stated.

West Vancouver Police Department Reference: Policy OC 1600, Section II (B-C)

FINDING: STANDARD MET

Comments: Written policy provides that a prisoner have access to a telephone, telephone directory and the legal aid phone number. In addition, the *Charter* warning is posted on the booking room wall.

E1.6.4 Three meals are provided to all prisoners in the facility during each 24 hour period.

Notes: No more than 14 hours should elapse between meals, except when a different dietary regimen is medically indicated.

West Vancouver Police Department Reference: Policy OC 2100, Section V

FINDING: STANDARD MET

Comments: Policy requires three meals to be provided in each 24 hour period with no more than fourteen hours between meals. Policy makes exception for a different dietary regimen for medical reasons.

E1.7 SUPERVISION OF PRISONERS

E1.7.1 Written policy requires the constant monitoring of prisoners by department staff.

Notes: Constant monitoring is essential for maintaining security and ensuring the safety and welfare of prisoners.

West Vancouver Police Department Reference: Policy AE 1900, Section III (A) (2), Policy OC 1600, Section VIII (C)

FINDING: STANDARD MET

Comments: Policy requires a constant visual check of the prisoners. If a guard is not present a police member must remain in the cell area until a guard arrives.

E1.7.2 Written policy requires that each prisoner be visually checked frequently by department staff.

Notes: Prisoners who are security risks should be under closer surveillance and may require more frequent observation. A visual check means verifying the security and well being of the prisoner. For the purpose of this standard a visual check does not include video surveillance.

West Vancouver Police Department Reference: Policy AE 1900, Section III (A) (2), Policy OC 1600 IX (A)

FINDING: STANDARD MET

Comments: Written policy requires guards to maintain a constant visual check and to check each prisoner every five minutes. Guards are in the jail at all times and in most cases to check the prisoner(s) the guard simply looks up into the cell.

E1.7.3 Written policy specifies procedures when prisoners are supervised by a staff member of the opposite sex.

Notes: It is inappropriate for staff to supervise prisoners of the opposite sex. Staff should be advised of procedures to be followed in these cases when the appropriate staff are not available.

West Vancouver Police Department Reference: Policy AE 1900, Section IV

FINDING: STANDARD NOT MET

Comments: At the time of the evaluation, the West Vancouver Police Department did not employ any female guards. Moreover, there is no written policy addressing the supervision of female prisoners by male guards. The Standard requires written policy outlining appropriate supervision procedures.

RECOMMENDATION:

16. The West Vancouver Police Department revise policy to specify procedures to be followed when prisoners are supervised by a staff member of the opposite sex, as per Standard E1.7.3.

E1.7.4 Written policy governs prisoners' visitations and describes procedures for registering visitors to the facility and for searching visitors.

Notes: Prisoners may be permitted visitors consistent with security and operational considerations.

West Vancouver Police Department Reference: Policy OC 2100, Section III

FINDING: STANDARD MET

Comments: The policy governs visits and the documentation of the visits.

[redacted]

West Vancouver Police Department Reference: Policy OC 2100, Section V

FINDING: STANDARD MET

Comments: Policy requires three meals to be provided in each 24 hour period with no more than fourteen hours between meals. Policy makes exception for a different dietary regimen for medical reasons.

E1.7 SUPERVISION OF PRISONERS

[redacted]

West Vancouver Police Department Reference: Policy AE 1900, Section III (A) (2), Policy OC 1600, Section VIII (C)

FINDING: STANDARD MET

Comments: Policy requires a constant visual check of the prisoners. If a guard is not present a police member must remain in the cell area until a guard arrives.

[redacted]

West Vancouver Police Department Reference: Policy AE 1900, Section III (A) (2), Policy OC 1600 IX (A)

FINDING: STANDARD MET

Comments: Written policy requires guards to maintain a constant visual check and to check each prisoner every five minutes. Guards are in the jail at all times and in most cases to check the prisoner(s) the guard simply looks up into the cell.

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Notes: It is inappropriate for staff to supervise prisoners of the opposite sex. Staff should be advised of procedures to be followed in these cases when the appropriate staff are not available.

West Vancouver Police Department Reference: Policy AE 1900, Section IV

FINDING: STANDARD NOT MET

Comments: At the time of the evaluation, the West Vancouver Police Department did not employ any female guards. Moreover, there is no written policy addressing the supervision of female prisoners by male guards. The Standard requires written policy outlining appropriate supervision procedures.

RECOMMENDATION:

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E1.7.4 Written policy governs prisoners' visitations and describes procedures for registering visitors to the facility and for searching visitors.

Notes: Prisoners may be permitted visitors consistent with security and operational considerations.

West Vancouver Police Department Reference: Policy OC 2100, Section III

FINDING: STANDARD MET

Comments: The policy governs visits and the documentation of the visits.

PART 3: SUMMARY

Because the West Vancouver Police Department detention facility was built some time ago, its design is not conducive to the operation of new technology (e.g., the use of video cameras and monitors) nor easily amenable to some safety precautions (e.g., booking officers must stand with their back to prisoners; firearms are not secured in the sallyport). Both guards and police members realize the shortcomings of the facility and have taken steps to ensure their own safety and prisoner safety. For example, police management realize the video problem exists and have instigated a policy that requires guards to check prisoners visually every five minutes.

The guards are generally knowledgeable and aware of their responsibilities within the facility. Interview and questionnaire results indicate that police personnel are also generally knowledgeable about jail procedures and aware of their responsibilities with respect to the detention facility. However, an area of concern is the finding that not all patrol officers or guards understand who is responsible for conducting security checks of unoccupied cells (Standard E1.4.2).

Of the 35 Standards set out in Section E1 of the *Provincial Standards for Municipal Police Departments in British Columbia*, the West Vancouver Police Department failed to meet thirteen. Many of the thirteen unmet Standards can easily be corrected, largely through revision of written policy.

One of the major problems noted by the evaluation team with respect to West Vancouver's written detention facility policy arose from reference in the written policy to the NCO i/c Support Services, a position that no longer exists within the department. For example, Standards E1.4.3 and E1.5.2 confer responsibility to this position for certain functions within the detention facility. Of particular concern is the requirement under Standard E1.4.3 for weekly security checks of the facility. It was unclear from the interview results whether these security checks are being conducted.

The department's written policy failed to meet a number of Standards. Recommended revisions to written policy include:

- Identifying one position as having overall responsibility for the operation and maintenance of the detention facility (E1.1.1);
- Describing a comprehensive fire plan (E1.3.1);
- Requiring the documented inspection and testing of fire protection equipment (E1.3.3);
- Describing procedures to be followed in the event of an escape (E1.4.6);
- Methods for handling, detaining and segregating prisoners who are self-destructive (E1.4.11);
- Describing procedures in the event of a mass arrest (E1.4.12);
- Mandating the documentation of all detention facility inspections (E1.4.14); and
- Describing procedures to be followed when prisoners are supervised by a staff member of the opposite sex (E1.7.3).

Other unmet Standards require, in addition to revision of written policy, that the department make some effort to rectify a current deficiency. For example, mattresses should be provided for prisoners staying overnight as per Standard E1.2.1. Written policy should specify who is responsible for conducting the documented security checks of cells prior to use (E1.4.2). The department should ensure that the guards and patrol officers are aware of who is responsible for conducting these checks.

Standard E1.7.3 requires procedures to be in place when prisoners are supervised by a staff member of the opposite sex. At the time of the evaluation, West Vancouver did not have any female guards in their employ therefore male guards supervise both male and female prisoners. In addition to revising written policy outlining procedures to be followed when male guards are supervising female prisoners, the West Vancouver Police Department may want to consider hiring a female guard.

It was of some concern to the evaluation team that patrol officers did not consistently report "always" securing their firearm, as required by Standard E1.4.1. The evaluation team recommends that the department consider installing a lockable gun locker near the sallyport entrance to facilitate this process.

The camera and video equipment in the booking area is not sufficient to meet the content and intent of Standard E1.4.5. The camera should capture the entire booking area (currently it captures only a portion of it) and a video system with recording capability should be installed.

Follow Up

The fairly successful evaluation of the West Vancouver detention facility negates the need for a follow up site visit to the West Vancouver jail. No high-risk areas were identified as requiring immediate response from the department.

The West Vancouver Police Department is asked to address within six months of receipt of this report the recommendations made with respect to adherence to provincial policing Standards. Copies of revised written policy and/or documentation stating that required actions have been made, or are anticipated to be made, should be provided to Police Services Division as required by the MPE consultation process approved by the British Columbia Association of Municipal Chiefs of Police.

A summary of recommendations requiring follow up by the West Vancouver Police Department are:

1. The West Vancouver Police Department develop written policy establishing responsibility for the operation and maintenance of the detention facility, as per Standard E1.1.1.

2. The West Vancouver Police Department revise written policy and current practice to ensure that each prisoner held in excess of eight hours is provided with a bed and bedding, as per Standard E1.2.1.

3. The West Vancouver Police Department *consider* conducting a review of the detention facility's ventilation system.

4. The West Vancouver Police Department develop written policy on fire prevention practices and procedures, as per Standard E1.3.1.

5. The West Vancouver Police Department develop written policy requiring the documented inspection and testing of fire protection equipment, as per Standard E1.3.3.

6. The West Vancouver Police Department *consider* installing a firearm locking capability in the immediate area of the sallyport entrance.

7. The West Vancouver Police Department revise written policy to indicate who is responsible for conducting security checks of cells, as per Standard E1.4.3.

8. The West Vancouver Police Department revise written policy to clearly articulate responsibility for weekly security inspection of the facility, as per Standard E1.4.3.

9. The West Vancouver Police Department install a video surveillance system that has a recording capacity and is sufficient to survey the complete booking area, as per Standard E1.4.5.

10. The West Vancouver Police Department develop written policy describing procedures to be followed in the event of an escape, as per Standard E1.4.6.

11. The West Vancouver Police Department *consider* repairing its intercom system.

12. The West Vancouver Police Department develop written policies and procedures for handling, detaining, and segregating persons who are self-destructive, as per Standard E1.4.11.

13. The West Vancouver Police Department develop written policy to describe space arrangements and procedures to follow in the event of a group arrest, as per Standard E1.4.12.

14. The West Vancouver Police Department ensure all detention facility inspections are documented, as per Standard E1.4.14.

15. The West Vancouver Police Department clearly identify the person responsible for conducting weekly inspections of the first aid kit, as per Standard E1.5.2.

16. The West Vancouver Police Department revise policy to specify procedures to be followed when prisoners are supervised by a staff member of the opposite sex, as per Standard E1.7.3.

APPENDIX M

Core Evaluation Tools

Municipal Police Evaluation:
Detention Facilities

BRITISH
COLUMBIA

Ministry of Public Safety and Solicitor General
Public Safety and Regulatory Branch
Police Services Division

Questionnaires

Guard Questionnaire

1. How would you rate the overall physical condition of the jail?
○ Very Good
○ Good
○ Average
○ Poor
○ Very Poor
○ Don't know

2. How would you rate the equipment provided to the jail?
○ Very Good
○ Good
○ Average
○ Poor
○ Very Poor
○ Don't know

3. Does the jail have a log or journal in which jail personnel record significant or unusual occurrences?
○ Yes
○ No
○ Don't know

4. To the best of your knowledge, does your police department have policies regarding the detention facilities?
○ Yes
○ No - *IF NO, SKIP TO QUESTION #10*
○ Don't know

5. Do you know where these policies are kept?
○ Yes
○ No

6. How would you rate the clarity of the policies and procedures concerning your responsibilities/duties associated with the jail?
○ more than adequate
○ adequate
○ somewhat adequate
○ not adequate
○ don't know

7. How would you rate the clarity of the policies and procedures concerning the division of responsibilities/duties between patrol officers and jail guards?
○ more than adequate
○ adequate
○ somewhat adequate
○ not adequate
○ don't know

8. How would you rate, in actual practice, patrol officer and jail guard understanding of the division of duties?
○ more than adequate
○ adequate
○ somewhat adequate
○ not adequate
○ don't know

9. How would you rate the policies and procedures concerning the clarity it provides in describing your duties and your interaction with the prisoners?
○ more than adequate
○ adequate
○ somewhat adequate
○ not adequate
○ don't know

10. How would you rate safety in the security bay?
○ Very Good
○ Good
○ Average
○ Poor
○ Very Poor
○ Don't know

11. How would you rate prisoner control in the booking area?
○ Very Good
○ Good
○ Average
○ Poor
○ Very Poor
○ Don't know

12. How would you rate the booking procedure with regard to police providing guards with enough information to ensure the safety of themselves and the prisoners in their custody?
○ Very Good
○ Good

○ Average
○ Poor
○ Very Poor
○ Don't know

13. How would you rate the knowledge of the duty NCOs with respect to jail policies and procedures?
    ○ Very Good
    ○ Good
    ○ Average
    ○ Poor
    ○ Very Poor
    ○ Don't know

14. Provincial Standards for Municipal Police require a security check, including a search for weapons, prior to each use of an unoccupied cell. Who is responsible for conducting this check?
    ○ guard
    ○ duty NCO
    ○ patrol officer
    ○ other (please specify)

15. Who is responsible for searching a prisoner before he/she is detained in the cells?
    ○ guard
    ○ duty NCO
    ○ patrol officer
    ○ other (please specify)

16. How would you rate the conduct of patrol officers entering the jail?
    ○ Very Good
    ○ Good
    ○ Average
    ○ Poor
    ○ Very Poor
    ○ Don't know

17. How often do the patrol officer store their guns in the secure bin when they enter the jail?
    ○ always
    ○ often
    ○ sometimes
    ○ never
    ○ don't know

18. How would you rate communication between the guards at shift change?
    ○ Very Good

○ Good
○ Average
○ Poor
○ Very Poor
○ Don't know

19. How would you rate communication between the guards and the duty NCO?
○ Very Good
○ Good
○ Average
○ Poor
○ Very Poor
○ Don't know

20. Have you received training related to your duties?
○ Yes
○ No

21. If yes, how would you rate this training?
○ Very Good
○ Good
○ Average
○ Poor
○ Very Poor
○ Don't know
○ Not applicable

22. Do you have a current First Aid Certificate?
○ Yes
○ No

23. Do you have current CPR certification?
○ Yes
○ No

24. Have you been trained in handling prisoners of questionable consciousness?
○ Yes
○ No

If yes, describe this training:

Patrol Officer Questionnaire

1. To the best of your knowledge, does your police department have policies and procedures regarding the operation of the jail?

☐ Yes
☐ No
☐ Don't know

2. Do you have access to these policies and procedures?

☐ Yes
☐ No

3. Have you read them?

☐ Yes
☐ No
☐ Don't remember

4. How would you rate the clarity of the policies and procedures concerning patrol officer responsibilities/duties associated with the jail?

☐ more than adequate
☐ adequate
☐ somewhat adequate
☐ not adequate
☐ don't know

5. How would you rate the clarity of the policies and procedures concerning the division of responsibilities/duties between patrol officers and jail guards?

☐ more than adequate
☐ adequate
☐ somewhat adequate
☐ not adequate
☐ don't know

6. How would you rate, in actual practice, patrol officer and jail guard understanding of the division of duties?

☐ more than adequate
☐ adequate
☐ somewhat adequate
☐ not adequate

☐ don't know

7. How would you rate patrol officer safety in the security bay?

☐ Very Good
☐ Good
☐ Average
☐ Poor
☐ Very Poor
☐ Don't know

8. How would you rate prisoner control in the booking area?

☐ Very Good
☐ Good
☐ Average
☐ Poor
☐ Very Poor
☐ Don't know

9. How would you rate the booking procedure with regard to police providing guards with enough information to ensure the safety of themselves and the prisoners in their custody (e.g., receiving information concerning a prisoner known to be violent to police)?

☐ Very Good
☐ Good
☐ Average
☐ Poor
☐ Very Poor
☐ Don't know

10. Prior to each use of an unoccupied cell, Provincial Standards for Municipal Police require a security check, including a search for weapons. Who is responsible for conducting this check?

☐ guard
☐ duty NCO
☐ patrol officer
☐ other (please specify)
☐ don't know

11. Who is responsible for searching a prisoner before he/she is detained in the holding cells?

☐ guard

☐ duty NCO
☐ patrol officer
☐ other (please specify)
☐ don't know

12. How often do you store your pistol in the secure bin when you enter the security bay/jail?

☐ always
☐ often
☐ sometimes
☐ never
☐ don't know

Interviews

Guard Interview

GENERAL

1. How long have you worked for the department?

2. How often do you work in a month?

3. What kind of training have you received in regards to your work in the jail?

4. Have you received training in any of the following areas:

a. carotid hold
If yes, from where____

b. people at risk
If yes, from where____

c. observing life signs
If yes, from where ____

d. fingerprints
If yes, from where ____

e. first aid/CPR
If yes, from where____

f. other
If yes, from where ____

5. Do you think you need any additional training? If so, in what area(s)?

6. Do you think it would be a good idea for the Justice Institute to offer mandatory training for jail guards?

JOB DESCRIPTION AND RESPONSIBILITIES

7. Do you have a job description?

8. Do you have a written schedule of duties?

9. What is your chain of command or communication?

10. Describe your typical routine during a shift.

11. What occurs when you are on leave or ill? [question for head guard only]

EQUIPMENT

12. Is there a first aid kit in the jail?
Have you been trained in its use?

13. Is there an air way in the jail?
Have you been trained in its use?

14. Is there a fire extinguisher in the jail?
Have you been trained in its use?

15. Is there SCUBA equipment in the jail?
Have you been trained in its use?

16. Is there pepper spray in the jail?
Have you been trained in its use?

17. Are there leg irons in the jail?
Have you been trained in its use?
Are there guidelines for when to use them?

18. Is there an observation unit in the jail?
Who decides which prisoners should be housed in the observation unit?

19. Is there a containment board in the jail?
Have you been trained in its use?
Are there guidelines for when to use it?

20. Are there flexi cuffs in the jail?
Have you been trained in its use?

21. Is there an electronic clock in the jail?
Have you been trained in its use?

22. Is there a panic button in the jail?
Are there guidelines for when to use it?

23. Do you carry a personal panic button?
Are there guidelines for when to use it?

24. Have you ever used the panic button? If so, was the response satisfactory?

25. Are there rubber gloves in the jail?

26. Do you think the detention facility requires any additional equipment?

BOOKING PRISONERS

27. When a prisoner is brought into the jail, what sources do you use to get information about the prisoner?

28. Do you receive the necessary information from the arresting officer?

29. Can information needed for the proper care of a prisoner be obtained through department files or a computer check? i.e., CPIC

30. Does the booking sheet contain all the information you need regarding a prisoner?

31. What amenities are given to prisoners? What items are they allowed to have in the cells?

32. What type of meals are served to prisoners? What if the prisoner is diabetic or has food allergies?

33. What procedures apply to transsexual prisoners?

34. What procedures apply to non-English speaking prisoners?

35. Do you have medical staff on duty when prisoners are in custody?

36. When a prisoner is booked in do you ask them whether they have an infectious disease?

37. Do you ask them whether they are on any prescription medication?

38. Do you ask them whether they are mentally ill?

39. Do you ask them whether they use narcotics, such as heroin or cocaine?

40. Do you ask them whether they are currently participating in a drug treatment program?

41. What procedures apply to prisoners participating in a methadone program?

42. Does medical staff offer any services to connect or reconnect a prisoner to a treatment program?

OBSERVATION

43. What are the rules for prisoner observation? i.e., how many visits per hour, is it feasible, etc.

44. Who monitors the prisoners and is this done continually?

RELEASING PRISONERS

45. Are there guidelines for releasing prisoners early in the morning when public transportation is not available?

46. Are there guidelines for releasing prisoners who are in an inappropriate condition? i.e., ill, still drunk, etc.

47. Who authorizes the release of a prisoner who is not charged?

48. Who authorizes the release of a prisoner to court?

49. How are prisoner's effects returned when the prisoner is released? [or transferred to another facility]

EMERGENCIES

50. What would you do in the event of a fire in the jail?

51. What would you do in the event of an escape from the jail?

52. What would you do in the event that the jail had to be evacuated?

53. What would you do in the event that the jail exceeded capacity?

54. What would you do if you found a prisoner in distress or apparently unconscious?

SAFETY

55. Please rate the safety of the guards, prisoners and police officers in the sallyport/security bay area on the following scale:

56. Please rate the safety of the guards, prisoners and police officers in the booking area on the following scale:

57. Please rate the safety of the guards, prisoners and police officers in the jail cells on the following scale:

58. Please rate the safety of the guards, prisoners and police officers in the prisoners phone call area on the following scale:

OTHER INFORMATION

59. Who authorizes access to the jail by lawyers?

60. Who authorizes access to the jail by family members?

61. Who authorizes access to the jail by police officers?

62. Who authorizes access to the jail by maintenance workers?

63. How often does the duty NCO visit the detention facility during a shift?

64. Has there ever been a situation where you have not been able to contact the duty NCO when required? Please explain.

65. In your opinion, what does your department do particularly well in the handling of prisoners and the management of the jail and personnel?

66. In your opinion, what aspects of the handling of prisoners and the management of the jail and personnel could be improved?

67. Do you have any other comments or questions?

Manager Interview

GENERAL

1. How long have you worked for the department?

2. What areas have you worked in, i.e., general patrol etc.?

3. Have you ever worked in a jail?

4. What kind of training have you received in regards to your work in the jail? i.e., handling prisoners.

5. What are your responsibilities in the detention facility?

6. What is your chain of command or communication?

SELECTION PROCESS/TRAINING

7. Are you involved in hiring the guards?

8. What is the selection process for hiring guards? What criteria are used?

8. Do the guards receive training in the following areas?

g. carotid hold
If yes, from where____

h. people at risk
If yes, from where____

i. observing life signs
If yes, from where ____

j. fingerprints
If yes, from where ____

k. first aid/CPR
If yes, from where____

l. other
If yes, from where ____

10. Do you think the guards need any additional training? If so, in what area(s)?

11. What kind of training do patrol officers receive in regards to the detention facility and the handling of prisoners?

12. Do you think patrol officers need any additional training (with respect to the handling or prisoners/detention facility)? If so, in what area(s)?

EQUIPMENT

13. Is there a first aid kit in the jail?

14. Is there an air way in the jail?

15. Is there a fire extinguisher in the jail?

16. Is there SCUBA equipment in the jail?

17. Is there pepper spray in the jail?

18. Are there leg irons in the jail?
Are their guidelines for when to use them?

19. Is there an observation unit in the jail?
Who decides which prisoners should be housed in the observation unit?

20. Is there a containment board in the jail?
Are there guidelines for when to use them?

21. Are there flexi cuffs in the jail?

22. Is there an electronic clock in the jail?

23. Is there a panic button in the jail?
Can you describe a time when it was used? How is the response time?

24. Are there rubber gloves in the jail?

25. Do you think the detention facility requires any additional equipment?

POLICIES AND PROCEDURES

26. Are there written guidelines regarding access to the jail? Please describe them.

27. Do the guidelines cover access to the jail by the following persons:

Police
Lawyers

Family
Maintenance
Administrative personnel
Others

28. Are there written guidelines regarding personal visits and phone calls? Please describe them.

29. Are there written guidelines regarding administering drugs to prisoners? Please describe them.

30. Are there written guidelines regarding the handling of:

Prisoners who become ill?

Prisoners who attempt suicide?

Prisoners who become violent?

BOOKING

31. When a prisoner is brought into the jail, what sources are used to get information about the prisoner?

32. Can information needed for the proper care of a prisoner be obtained through department files or a computer check? i.e., CPIC

33. Does the booking sheet contain all the information the guards require regarding a prisoner?

34. What amenities are given to prisoners? What items are they allowed to have in the cells?

35. What type of meals are served to prisoners? What if the prisoner is diabetic or has food allergies?

36. What procedures apply to transsexual prisoners?

37. What procedures apply to non-English speaking prisoners?

38. Do you have medical staff on duty when prisoners are in custody?

39. When a prisoner is booked in are they asked whether they have an infectious disease?

40. Are they asked whether they are on any prescription medication?

41. Are they asked whether they are mentally ill?

42. Are they asked whether they use narcotics, such as heroin or cocaine?

43. Are they asked whether they are currently participating in a drug treatment program?

44. What procedures apply to prisoners participating in a methadone program (if any)?

45. Does medical staff offer any services to connect or reconnect a prisoner to a treatment program?

OBSERVATION

46. What are the rules for prisoner observation? i.e., how many visits per hour, is it feasible, etc.

47. Who monitors the prisoners and is this done continually?

RELEASING PRISONERS

48. Are there guidelines for releasing prisoners early in the morning when public transportation is not available?

49. Are there guidelines for releasing prisoners who are in an inappropriate condition? i.e., ill, still drunk, etc.

50. Who authorizes the release of a prisoner who is not charged?

51. Who authorizes the release of a prisoner to court?

52. How are prisoner's effects returned when the prisoner is released? [or transferred to another facility]

EMERGENCIES

53. What would you do in the event of a fire in the jail?

54. What would you do in the event of an escape in the jail?

55. What would you do in the event that the jail had to be evacuated?

56. What would you do in the event that the jail exceeded capacity?

57. What would you do if you found a prisoner in distress or apparently unconscious?

SAFETY

58. Please rate the safety of the guards, prisoners and police officers in the sallyport/security bay area on the following scale:

59. Please rate the safety of the guards, prisoners and police officers in the jail cells on the following scale:

60. Please rate the safety of the guards, prisoners and police officers in the booking area on the following scale:

OTHER INFORMATION

61. Do you visit the jail during your shift? If so, how often?

62. In your opinion, what does your department do particularly well in the handling of prisoners and the management of the jail and personnel?

63. In your opinion, what aspects of the handling of prisoners and the management of the jail and personnel could be improved?

64. Do you have any other comments or questions?

Patrol Officer Interview

GENERAL

1. How long have you worked for the department?

2. What areas have you worked in, i.e., general patrol etc.?

3. Have you ever worked in the jail?

4. How often do you attend the jail (i.e., bring in prisoners) in a month?

5. What kind of training have you received in regards to your work in the jail? i.e., handling prisoners.

6. Have you received CPR/First Aid Training? What level (i.e., First Responder)?

EQUIPMENT

7. Are there flexi cuffs in the jail?

8. Is there a panic button in the jail?

9. Are there rubber gloves in the jail?

10. Is there a plexi-glass mask in the jail?

11. Are there leg irons in the jail? Are their guidelines for when to use them?

12. Are there containment boards in the jail? Are their guidelines for when to use them?

13. Do you think the detention facility requires any additional equipment?

BOOKING PRISONERS

14. When a prisoner is brought into the jail, what sources do you use to get information about the prisoner?

15. Do you receive the necessary information from the arresting officer?

16. Can information needed for the proper care of a prisoner be obtained through department files or a computer check? i.e., CPIC

17. Does the booking sheet contain all the information you need regarding a prisoner?

18. What amenities are given to prisoners? What items are they allowed to have in the cells?

19. What type of meals are served to prisoners? What if the prisoner is diabetic or has food allergies?

20. What procedures apply to transsexual prisoners?

21. What procedures apply to non-English speaking prisoners?

22. Do you have medical staff on duty when prisoners are in custody?

23. When a prisoner is booked in do you ask them whether they have an infectious disease?

24. Do you ask them whether they are on any prescription medication?

25. Do you ask them whether they are mentally ill?

26. Do you ask them whether they use narcotics, such as heroin or cocaine?

27. Do you ask them whether they are currently participating in a drug treatment program?

28. What procedures apply to prisoners participating in a methadone program?

29. Does medical staff offer any services to connect or reconnect a prisoner to a treatment program?

SAFETY

30. Please rate the safety of the guards, prisoners and police officers in the sallyport/security bay area on the following scale:

31. Please rate the safety of the guards, prisoners and police officers in the booking area on the following scale:

32. Please rate the safety of the guards, prisoners and police officers in the jail cells on the following scale:

33. Please rate the safety of the guards, prisoners and police officers in the prisoners phone call area on the following scale:

34. In your opinion, what does your department do particularly well in the handling of prisoners and the management of the jail and personnel?

35. In your opinion, what aspects of the handling of prisoners and the management of the jail and personnel could be improved?

36. Do you have any other comments or questions?

CHECKLISTS

Written Policies

DETENTION FACILITY: CHECKLIST FOR WRITTEN POLICIES
[based on Provincial Standards for Municipal Police]

Are there written policies -

1. Establishing responsibility for the operation and maintenance of the facility? (E1.1.1)
Yes
No

2. Governing access of persons to the detention facility? (policy should include access by police, counsel, family and others) (E1.1.2)
Yes
No

3. Governing the provision of sufficient lighting, circulation of air, access to a toilet, wash basin, drinking water, and bed and bedding for each prisoner held in excess of eight hours? [Standards do not require written policy, just that minimum conditions be provided] (E1.2.1)
Yes
No

4. Describing fire prevention practices and procedures? The department is to maintain a comprehensive fire plan for the detention facility. This plan should state the appropriate procedures for the prevention and prompt control of fire. (E1.3.1)
Yes
No

5. Describing the type and location of fire equipment? (E1.3.2) [Standards do not require written policy]
Yes
No

6. Requiring that provincial or local fire officials approve fire equipment in writing? (E1.3.2) [Standards do not require written policy]
Yes
No

7. Requiring documented inspection and documented testing of fire protection equipment in accordance with documented applicable regulations and legislation? (E1.3.3)
Yes
No

8. Requiring a written and posted evacuation plan? (E1.3.4) [Standards do not require written policy]
Yes
No

9. Requiring sanitation inspection? (E1.3.5)
Yes
No

10. Governing the securing of firearms in the holding facility? (E1.4.1)
Yes
No

11. Requiring a documented security check prior to each use of an unoccupied cell (including search for weapons and indicating who is responsible for making security check)? (E1.4.2)
Yes
No

12. Requiring documented security inspection of holding facility at least weekly (including a search for weapons/prohibited articles in all areas to which prisoners have access)? (E1.4.3)
Yes
No

13. Requiring a security alarm system be linked to a designated control point? (E1.4.4) [Standards do not require written policy]
Yes
No

14. Requiring a video surveillance and recording system for all prisoner booking areas? (E1.4.5) [Standards do not require written policy]
Yes
No

15. Describing procedures to be followed in the event of an escape? (E1.4.6)
Yes
No

16. Requiring that a search be made of all prisoners before entry into a cell and that a written itemized inventory be made of all property taken from a prisoner? Policy should specify which items may be retained by the prisoner. (E1.4.7)
Yes
No

17. Require a booking form be completed for every person booked into the facility? (E1.4.8) [Standards do not require written policy]
Yes
No

That form includes:

17a. arrest information
Yes
No
17b. apparent physical and psychological condition
Yes
No

17c. medications taken by prisoner
Yes
No

17d. property inventory and disposition
Yes
No

17e. prisoner profile coding
Yes
No

18. Requiring that young persons be detained separate from adults? (young persons should be separated by sight and sound) (E1.4.9)
Yes
No

19. Requiring that females be detained separately from males? must be separated by sight and sound) (E1.4.10)
Yes
No

20. Describing methods for handling, detaining, and segregating persons under influence of alcohol/drugs or who are violent or self-destructive? (should remain under close observation or referred for appropriate medical attention) (E1.4.11)
Yes
No

21. Describing space arrangements and procedures to follow in the event of a group arrest that exceeds the maximum capacity of the detention facility? (E1.4.12)
Yes
No

21a. Does policy address: (E1.4.12)
provision for extra personnel
additional physical facilities
booking and detention procedures

22. Governing the return of property to prisoners upon release? (E1.4.13)
Yes
No

23. Requiring a journal to be maintained by detention facility personnel to record significant/unusual occurrences? (E1.4.14)
Yes
No

24. Identifying policies/procedures to be followed when a prisoner is in need of medical assistance? (E1.5.1)
Yes
No

25. Requiring that first aid kit be available in detention facility? (E1.5.2) [Standard does not require written policy]
Yes
No

26. Requiring first aid kid be subjected to a documented weekly inspection and replenished as necessary?
Yes
No

27. Governing the dispensing of pharmaceuticals/medical treatment by department employees? (E1.5.3)
Yes
No

27a. Does policy clearly state that pharmaceuticals/medical treatments are only to be given to prisoners with: (E1.5.3)
prisoner's informed consent
appropriate medical authorization

28. Establishing procedures to be followed when a prisoner has an infectious disease? (intent of standard is to ensure that all staff who come into contact with the prisoner, prisoner's clothing, or who enter the prisoner's cell, are notified of the health risk) (E1.5.4)
Yes
No

29. Establishes procedure to be followed when a prisoner is of questionable consciousness? (intent to ensure prisoners receive appropriate medial attention) (E1.5.5)
Yes
No

30. Requiring that a prisoner's opportunity for lawful release is not impeded? (E1.6.1)
Yes
No

31. Ensuring confidential access to counsel? (E1.6.2)
Yes
No

32. Establishing procedures for access to telephone, phone directory and legal aid assistance? (E1.6.3)
Yes
No

33. Requiring three meals provided to all prisoners during each 24 hour period? [Standards do not require this to be part of written policy] (E1.6.4)
Yes
No

34. Requiring constant monitoring of prisoners? (E1.7.1)
Yes
No

35. Requiring that each prisoner be visually checked frequently? (Visual check does not include video surveillance) (E1.7.2)
Yes
No

35a. Does policy state that prisoners who are security risks should be under closer surveillance and may require more frequent observation? (E1.7.2)
Yes
No

36. Specifying procedures when prisoners are supervised by a staff member of the opposite sex? It is inappropriate for staff to supervisor prisoners of the opposite sex. (E1.7.3)
Yes
No

37. Governing prisoners' visitations? (E1.7.4)
Yes
No

38. Describing procedures for registering and searching visitors? (E1.7.4)
Yes
No

Physical Inspection

DETENTION FACILITY: PHYSICAL INSPECTION CHECKLIST
[based on Provincial Standards for Municipal Police]

39. Do the detention facilities provide the minimum conditions for: (E1.2.1)
a. Sufficient lighting
Yes
No
Comments:

b. Air circulation (in accordance with local public health standards)
Yes
No
Comments:

c. Access to toilet
Yes
No

Comments:

d. Access to wash basin/shower
Yes
No

Comments:

e. Access to drinking water
Yes
No

Comments:

f. Bed and bedding for prisoners held over 8 hours
Yes
No

Comments:

g. Are there exceptions for suicidal/self-destructive prisoners?

Yes specify____
No

Comments:

40. Is the fire equipment located in easily accessible locations? (E1.3.2)
Yes
No

Comments:

41. Does the type and location of fire equipment afford minimum opportunity for tampering? (E1.3.2)
Yes
No

Comments:

42. Is the type and location of fire equipment approved in writing by provincial or local fire officials? (E1.3.2)
Yes
No

Comments:

43. Is there written documentation of fire fighting equipment in accordance with applicable regulations or legislation? (E1.3.3)
Yes
No

Comments:

44. Does the facility have an automatic fire alarm and heat and smoke detection system? (E1.3.4)
Yes
No

Comments:

45. Is this system connected to the nearest full-time emergency dispatch centre? (E1.3.4)
Yes
No

Comments:

46. Is this system approved in writing by provincial or local fire officials?

Yes
No

Comments:

47. Is there written documentation recording the weekly inspection of the facility's automatic fire detection devices and alarm system? (in accordance with applicable regulations or legislation) (E1.3.5)
Yes
No

Comments:

48. Is there a written and posted emergency evacuation plan for the detention facility? (E1.3.6)
Yes
No

Comments:

49. Is there a designated and signed emergency exit directing evacuation of persons to hazard-free areas? (E1.3.6)
Yes
No

Comments:

50. Are there two separate emergency exists? (E1.3.6)
Yes
No

Comments:

51. Does the plan specify the route of evacuation and subsequent disposition and housing of prisoners? (E1.3.6)
Yes
No

Comments:

52. Does the plan include provisions for first aid and hospital transportation (in the event of an evacuation)? (E1.3.6)
Yes
No

Comments:

53. Is there a place to secure firearms in the holding facility? (E1.4.1)
Yes
No

Comments:

54. Is there documentation of the weekly security inspection of the holding facility? (E1.4.3)
Yes
No

Comments:

55. Is there a security alarm system linked to a designated control point? (E1.4.4)
Yes
No

Comments:

56. Is there a video surveillance and recording system for all prisoner booking areas? (E1.4.5)
Yes
No

Comments:

57. Is there a booking form for every person booked into the facility? (E1.4.8)
Yes
No

Comments:

57a. Does this form contain:

arrest information
apparent physical and psychological condition
medications taken
property inventory and disposition
prisoner profile coding

Comments:

58. Is there a separate detention area for young persons? (E1.4.9)
Yes
No

Comments:

59. Is there a separate detention area for female prisoners? (E1.4.10)
Yes
No

Comments:

59a. Is this area separated by sight and sound from male detention areas?
Yes
No

Comments:

60. Do detention facility personnel maintain a journal, which records significant or unusual occurrences? (E1.4.14)
Yes
No

Comments:

61. Is there a first aid kit in the detention facility? (E1.5.2)
Yes
No

Comments:

62. Is there a documented record of the weekly inspection of the first aid kit? (E1.5.2)
Yes
No

Comments:

63. Is the first aid kit sufficiently stocked to deal with "a broad range of anticipated emergencies"? (E1.5.2)
Yes
No

Comments: